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Justice Assistance News

Agency Restructured

Carter Signs Justice Improvement Act

President Carter has signed into law the Justice System Improvement Act, significantly changing the way the federal government provides financial and technical aid to state and local governments to fight crime and improve the criminal justice system.

The act creates an Office of Justice Assistance, Research, and Statistics (OJARS), the Law Enforcement Assistance Administration (LEAA), the National Institute of Justice (NIJ), and the Bureau of Justice Statistics (BJS).

Immediately effective with the Dec. 27, 1979, signing of the legislation, Attorney General Benjamin R. Civiletti named Henry S. Dogin acting director of OJARS and NIJ, and Homer F. Broome, Jr., as acting director of BJS and acting administrator of LEAA.

Mr. Dogin was administrator of the old LEAA since April 17, 1979, after serving as acting administrator since Nov. 2, 1978; and Mr. Broome was deputy administrator for administration of the old LEAA since January 23, 1979.

The act authorizes federal support for criminal justice assistance programs through fiscal 1983, with fiscal 1980 designated as a transition year.

OJARS will coordinate and provide staff support for LEAA, NIJ, and BJS, with the heads of the latter three having final authority to award grants. OJARS will work to resolve differences among the three and help set policy for LEAA's National Priority and Discretionary Grant Programs.

LEAA will distribute formula grants to the states which will pass on the money to others through criminal justice councils. These replace state planning agencies. Funds go to the states and territories on the basis of population or through a formula that takes into account population, the crime rate, tax rate, and criminal justice expenditures.

NIJ will support basic and applied research into criminal justice issues and evaluate their impact on the quality of justice.

BJS will provide a variety of statistical services for the criminal justice community and help state and local governments develop a data base and information and communications systems needed to improve the effectiveness of the criminal justice system.

Directors of BJS and NIJ will be assisted by 21-member advisory groups.

Maximum authorized appropriation for LEAA programs is $750 million each year and $25 million each for NIJ, BJS, and LEAA's Community Anti-Crime Program. This is in addition to amounts authorized separately under the Juvenile Justice and Delinquency Prevention Act.

Such sums as are necessary are authorized for the Public Safety Officers' Benefits Program, which provides a $50,000 award to survivors of public safety officers killed in the line of duty.

Copies of the Justice System Improvement Act of 1979 are available free from the Public Information Office, Office of Justice Assistance, Research, and Statistics, 633 Indiana Avenue, N.W., Washington, D.C. 20531. ■

Mondale Announces National Strategy To Combat Arson

(See Story On Page 4.)

Feb. 10-16 Is National Crime Prevention Week

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Justice Assistance News

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U.S. Department of Justice
Washington, D.C. 20531

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The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the U.S. Department of Justice. Use of funds for printing this periodical has been approved by the director of the Office of Management and Budget through June 30, 1980. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING ...

Criminal Justice Faces New Challenges In The 1980's

Fred P. Graham is a CBS News correspondent in Washington, D.C., covering the U.S. Supreme Court, the Justice Department, law, and criminal justice, and also an attorney. The following is excerpted from his speech before the National Conference of Criminal Justice Planners in Louisville, Kentucky.

Crime is on the front burner again. It's discouraging. It's even sad in some ways. We have headlines from Atlanta about crime; the FBI crime index reports that have come out recently report rising crime; and the recent rash of bank robberies is front-page news.

Among the broadcasts, the magazine articles, and the newspaper articles about the return of the crime problem, it seemed to me that there was an almost discouraging fatalism among the public about this problem. I remember talking just two weeks ago with Patrick Murphy, the president of the Police Foundation. He said, "You know, it's ironic. If the figures are to be believed, the crime problem is worse now than it was in the late 1960's. Yet the perception of the public, because of the lack of demonstrations, riots, and public disturbances, is different."

If you look at the series of events between that period fifteen years ago and today, it is understandable why there is this sense of fatalism about the crime problem. Let me review this with you for a moment. Because it is against that background and that history, that today's reactions to the crime problem exist as they do.

You remember when crime was first perceived as a problem. It first began to appear in the stories and in the polls of those things that worried the average person in the early 1960's. And you will recall that it began really with the increase in the FBI's crime index, and the way that was handled by J. Edgar Hoover and by others in law enforcement. Then you will recall there was a slightly different phase when the crime problem, in a certain sense, was blamed on the Supreme Court. It became a political issue, very much front and center in the late 1960's with Richard Nixon's and George Wallace's campaigns.

Some people thought the answer was the "War on Poverty." That was tried. Then that seemed to flow naturally into LEAA and it was created. Then there was a period when there was an emphasis on police/community relations, police review boards, and the like. Then there was a get-tough era or a get-tough approach.

But despite all of the so-called solutions or approaches to what was perceived as the crime problem, for those of us who were watching over the long haul to the extent that you could follow these things, the crime problem was steadily getting worse.

I remember the frustration of trying to find out from the so-called experts why. Why is nothing working? Why doesn't anything help this problem of crime? Then, as you know, in the mid-1970's reported crime leveled off, and then slightly declined. The best explanation that I got was that over the period of the 1960's and up to the mid-1970's what had been happening was that the baby boom of the post-World War II period was producing a proportionally larger group of young people in the 15 to 27-year-old group. As we all know, the males of that group are most inclined to commit crimes. And as that group reached the crime-prone ages of the late teens and early 20's, proportionally crime went up.

(continued on next page)

Dear Readers:

With this issue, the Justice Assistance News replaces the LEAA Newsletter.

As we retire the LEAA Newsletter, we would like to pay tribute to some of the people who brought it to you over the years: Mary Graham, the first editor, 1970-1972; Laurie Maxwell, 1972-1974; Deborah Noxon, 1974-1975; Barbara McGarvey, 1976-1977; William R. Morrissey, 1977-1978; and, Anne R. Voigt, 1978-1979. (Ms. Voigt will continue as editor of Justice Assistance News.)

We hope that the News can continue in the tradition of the Newsletter as a valuable information tool and an important link between OJARS, BJS, LEAA, NIJ, and their constituents.

Sincerely,

Malcolm Barr
Director
OJARS Office of Public Information

The Challenge Of The 1980's

(continued from page 2)

The experts said that the reason crime is finally going down is that the bulge has passed; that finally the demographics are in our favor; that we can look down the line now and believe that crime can be expected to be more manageable because we are going to have fewer of those crime-prone young men in our society.

Then in the last two years we see the curves, the only ones we know that are reliable—murder up 11 percent, rape 14 percent, armed robbery, felonious assaults—all of the curves, particularly in the violent crime areas, up again. The most discouraging element of the whole picture is that the experts are throwing up their hands, because the explanation that finally gave a rationale for that long climb and the slight fall suddenly became invalid.

The answer is—and I think that it's the reason for the fatalism and the pervasive sense of discouragement—no one knows. The suspicion is starting to be planted throughout the population, as well as among the people who deal with these problems, that there are circumstances in our modern urban life that are going to present us with a crime problem well into the 1980's.

As we try to look into the 1980's, it seems to me that there are three dominant issues that may confront us.

As sad as it is to contemplate, I think that it's altogether possible that we may see a resurgance of a get-tough approach. And it does raise questions. How are we going to deal with this sort of situation if it becomes a part of a pattern plaguing this country? Do we, a country based on a federal system, really want federal judges interfering with our urban police departments and our local criminal justice systems, with our educational systems, and some of the other institutions of our life? If not, what can be done? I suggest to you that this matter may become one of the great challenges of the 1980's.

It also seems apparent that we are now embarking on a repeat of the phenomena that we saw during the 1960's with regard to the relationship between blacks and our law enforcement officials. And who will it be this time? The hispanics. You can see there will be a parallel in the 1980's of what we saw in the 1960's. It is not to say that the problem with the blacks is over, but that civil rights history is repeating itself with the Chicanos. What are the due process rights of an illegal alien? What is

(continued on page 14)

Help In Meeting Civil Rights Rules Offered Grantees

OJARS has signed a $400,000 contract with University Research Corporation of Washington, D.C., to help grantees meet federal civil rights requirements.

University Research will teach state and local criminal justice officials how they can meet obligations in hiring, promotions, and service to the public.

OJARS said this assistance will greatly help police, courts, and corrections agencies throughout the country to both better understand and to comply with their obligations under the law.

Any state or local criminal justice agency with 50 or more employees that has received $25,000 or more in LEAA aid is now required to develop an equal employment opportunity (EEO) plan.

OJARS also will require agencies to submit civil rights compliance plans with applications for $250,000 or more. The plans would have to meet EEO standards before funds would be granted.

University Research, selected from five competitive bidders, will work with OJARS' Office of Civil Rights Compliance. The contractor will train prospective grantees in their legal obligations, help them gather employment and service delivery information, and design a compliance review manual.

The agency said that use of this contract will encourage cooperation and make formal enforcement proceedings less necessary.

It also will focus more attention on the specific problems that face minority groups and women in the criminal justice system. ■

National Campaign To Combat Arson Launched

Vice President Walter Mondale called on federal, state, and local officials to work together to eliminate arson in announcing the federal government's first nationally coordinated campaign against the crime.

The Vice President commented at a December 12 meeting at the White House that brought together key figures in the effort to control arson around the country.

At the same time, LEAA announced that grants totaling $9 million were made to 35 jurisdictions to support the new federal effort.

"Those who have battled this hideous crime over the past years know that the key factor is at the local level," Mr. Mondale said. "This is not something that the federal government can do by itself—it has a role to play, but we will win or lose this fight at the local level."

Mr. Mondale also emphasized the need to get all law enforcement institutions, firefighters, insurance companies, communities and citizens to work together to deal with the problem.

"As we all know, coordinating that many people is often no easy task. The federal role will be as a catalyst in getting this local coordination accomplished and helping to make it effective," the Vice President said.

The federal anti-arson campaign brings together resources from the Law Enforcement Assistance Administration (LEAA), the Federal Emergency Management Agency, the Federal Bureau of Investigation, and the Bureau of Alcohol, Tobacco, and Firearms to provide assistance to state and local governments in their arson control attempts.

Sen. Charles Percy

Training Supported

Under the campaign, federal assistance will involve support for coordination of effort, training, data collection, research and public awareness projects.

Speakers at the December 12 meeting included elected officials, federal agency heads, and a representative from private industry.

Senator John Glenn of Ohio, the author of legislation which requires arson to be reported as a Part I Crime in the FBI's Uniform Crime Reports, applauded the federal commitment to the arson fight.

"And more important than just a verbal commitment, is the government effort to follow it up with the kinds of resources necessary to help local communities fight this vicious and exploitative criminal activity," the senator said.

"It is one problem that is going to be a long time getting a good handle on," he said, adding that the first steps toward control had been taken with the new campaign.

Cooperation Applauded

Senator Charles Percy of Illinois praised the federal campaign by saying, "I don't think in 13 years in the Senate I have seen a better example of cooperation between the House and the Senate, between the executive branch and the legislative."

He added that it was important for the federal government to speak in one voice on arson and to integrate its efforts.

Aetna Life and Casualty Chairman John Filer expressed the support of private industry for the arson control program and said the success of such a program depends "upon the ability of the public and the private sectors to work together toward a common goal."

Mr. Filer also said his company has funded anti-arson programs in New Haven, Conn., New York City, and Seattle, Washington.

OJARS Acting Director Henry Dogin said the arson control strategy was developed at a meeting of arson experts.

"We realized as a federal agency we did not have all the knowledge," Mr. Dogin said. "We realized that there were a lot of people in this country who knew something more about the crime of arson, who knew more about research, who knew more about statistics, knew more about how to prosecute the crime of arson, knew more about how to investigate from the fire marshall, from the fire service standpoint and from the police service standpoint. They developed for us this national strategy to attack arson."

Federal Emergency Management Agency Director John Macy said his agency represented two partners in the new federal strategy—the U.S. Fire Administration (USFA) and the Federal Insurance Administration (FIA).

Mr. Macy said the USFA conducts training programs, compiles statistics on arson, develops ways to remove incentives for economic arson, and operates a national arson resource center. He explained that the FIA is revising regulations to prevent its insurance plans from being used in arson-for-profit schemes and is supporting arson prosecution in cities as well as demonstrating projects to prevent arson through neighborhood revitalization in New York and Baltimore. ■

Sen. John Glenn

Thirty-five Grants

LEAA Awards Anti-Arson Projects $9 Million

The 35 jurisdictions—nine states and 25 regional, county, and local units—receiving LEAA grants to combat arson under the national program are:

—*East Baton Rouge Parish, Louisiana*, $146,740 to create task forces to develop arson control strategies and to conduct investigations.

—*Omaha, Nebraska*, $180,000 to improve the Arson Bureau's investigative capability and to coordinate evidence gathering and prosecution of arson.

—*Arizona State Justice Planning Agency*, $374,782 to establish a statewide arson investigation team, study and recommend improvements for arson-related data collection systems, provide training, improve state and local forensic laboratories, establish an arson hotline, develop a public education program, and seek legislative changes concerning arson.

—*New Jersey Department of Law and Public Safety*, $583,564 to add resources to the recently established New Jersey Arson Task Force. Included are development of a statewide fire incident reporting system, training in detection, investigation, and prosecution, development of a statewide enforcement plan, and upgrading laboratory facilities.

—*San Francisco*, $194,000 to provide a full-time arson prosecutor, an additional investigator, clerical support, a photographer, a computer analyst, and support training.

—*New Albany, Indiana*, $101,898 to hire and train two additional arson investigators, and establish a local arson laboratory.

—*Newark, New Jersey*, $200,000 to hire and train seven additional arson investigators, coordinate public and private efforts against arson, collect data, and implement a citywide education campaign against arson.

—*Illinois Department of Law Enforcement*, $483,209 to initiate a comprehensive statewide arson control effort and create a Governor's Arson Advisory Board to coordinate arson control activities.

—*Broward County, Florida*, $120,105 to form a Mutual Anti-Arson Task Coordination Headquarters to improve arson detection and investigation methods.

—*Salt Lake County, Utah*, $200,000 to initiate a Special Arson Fire Enforcement Program that will include a 24-hour strike force of arson investigators, crime laboratory technicians, and representatives from the county attorney's office and police and fire departments.

—*Maryland*, $529,350 to provide arson detection training for volunteer and career firefighters, launch a public education campaign, improve evidence analysis, and install a better arson reporting system.

—*Milwaukee, Wisconsin*, $191,000 to support a comprehensive approach to arson control that will focus on rapid response by police and investigators, the use of a special prosecutor, and a task force for training and public information.

—*Bolingbrook, Illinois*, $94,780 to expand the village's Juvenile Firesetter Intervention Program, an effort to combat arson by juveniles instituted because 68 percent of the area's arson losses were attributed to youths.

—*Snohomish County, Washington*, $166,310 to set up a special arson investigation unit in the fire marshal's office to reduce bodily injury and property loss due to arson.

—*Rhode Island*, $347,509 to establish a statewide arson control strike force, offer special training in arson detection, investigation, and prosecution, improve the state crime laboratory, develop a public education program, and help revise state anti-arson statutes.

—*North Las Vegas, Nevada*, $115,647 for a program that includes the creation of an arson control team, training, improvement of equipment and data collection, creation of a regional advisory council, juvenile counseling, and efforts to improve substandard housing.

—*Kansas City, Missouri*, $162,382 to create an arson control coordinating committee, develop an arson reporting system, create an arson task force in the police department, and add personnel and equipment to the crime laboratory.

—*Delaware*, $481,472 to establish an arson advisory committee, enhance state and local capability to investigate and prosecute arson—including special training for investigators and prosecutors—create a central data bank on arson-related information, and conduct a public education campaign about the crime.

—*Norfolk, Virginia*, $116,425 to create an arson task force, develop a computerized information system to plan prevention and control efforts, conduct training programs for investigators, prosecutors, and insurance agents, and initiate a public education program.

—*Connecticut Justice Commission*, $600,000 to support a statewide program establishing six local task forces and investigative units, forensic support, provide training, develop local prevention programs, and expand an arson information management system.

—*Massachusetts Attorney General's Office*, $600,000 to establish a comprehensive arson prevention and enforcement system for the state, strengthen training, encourage anti-arson ef-

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Anti-Arson Project Awards

(continued from page 5)

forts by community groups and the insurance industry, and improve arson identification, arrest, prosecution, and conviction rates.

—*Columbus, Georgia*, $64,000 to establish a task force and a training program for prosecutors, fire officials, and police investigators. An expansion of the fire departments' public education program and an intensification of data collection are included.

—*Dayton, Ohio*, $185,000 to hold monthly arson task force meetings, train police and fire officials, increase the arson unit by four persons, and establish a local regional crime laboratory with special anti-arson equipment.

—*Sioux City, Iowa*, $85,000 to expand data collection, train personnel, hire more investigators, and purchase equipment.

—*Wichita-Sedgewick County, Kansas*, $199,840 to establish an arson squad with city and county personnel, establish an administrative committee to develop policies for the squad, and to provide special training and equipment.

—*Syracuse-Onondaga, New York*, $175,000 to provide advanced training to arson investigators, increase the local crime laboratory's capabilities, purchase additional equipment, and operate a public education program.

—*Springfield, Missouri*, $154,877 to enhance investigation, train prosecutors, and integrate the arson fighting program with the current Integrated Criminal Apprehension Project in the area.

—*Lynchburg, Virginia*, $103,106 to establish a regional arson squad composed of three Lynchburg fire marshals and 10 representatives from area law enforcement agencies. An advisory committee will oversee operation of the squad and develop anti-arson strategies.

—*Metropolitan Dade County, Florida*, $197,210 to organize an arson control board, develop a pool of experienced arson prosecutors, provide arson training for police, fire departments, and prosecutorial personnel, and design a uniform data collection and reporting system.

—*Middlesex County, New Jersey*, $84,539 to form three arson teams to provide 24-hour investigative coverage. The county also will implement a uniform arson data collection system, provide advanced arson detection training and initiate a public education campaign.

—*Tampa, Florida*, $145,844 to analyze arson detection, investigation, and prosecution, and train police, fire and prosecutorial personnel in the handling of arson cases. This project, conducted in conjunction with the Tampa Bay area Arson Task Force, also will develop procedures to collect evidence at fires, improve data collection, and begin a public education campaign.

—*Houston, Texas*, $152,896 to establish three field offices of Operation HART—Houston Arson Reduction Teams—and to develop a public education program.

—*Tucson, Arizona*, $137,160 to expand coordination among Tucson's police, fire, and prosecutorial agencies, and to enhance their arson detection, investigation, and prosecution skills.

—*Florida Department of Insurance/Fire Marshal*, $412,941 to support personnel training, purchase arson evidence analysis equipment for the state laboratory, and increase public awareness about arson.

—*Jersey City, New Jersey*, $90,000 to coordinate efforts of the city police and fire departments and to conduct a public awareness campaign. ■

Consumer Affairs Plan Announced

Attorney General Benjamin R. Civiletti has issued a plan to strengthen the efforts of the Department of Justice to provide information to consumers and investigate their complaints in compliance with a recent executive order of President Carter.

Mr. Civiletti has chosen Lupe Salinas, a special assistant on his staff, to head a new departmentwide group to deal with consumer concerns. Mr. Salinas, a former assistant U.S. attorney in Houston, Texas, will also represent the department on the new President's Consumer Affairs Council, which is chaired by Esther Peterson, who is the assistant to the President for consumer affairs. The council consists of designees from each cabinet-level department.

The department's consumer affairs plan was published in the Federal Register of December 10. It outlines the objectives Mr. Salinas will seek to accomplish.

"Basically, what we want to do is to make the entire department more responsive to the public at large and to make certain that the concerns and views of consumers are fairly considered in the department's programs and decision-making processes," Mr. Salinas said.

Included among goals laid out in the plan are new departmental standards for public correspondence and complaint handling, training selected personnel in dealing with consumer problems, conducting town-hall type meetings around the country to obtain more public opinion about departmental policies, developing a constituency for enforcement of federal laws, and increasing the availability of public information in the consumer affairs field. ■

Crime Prevention School

Students Learn Community Organization, Prevention Techniques

Hundreds of communities unable to obtain federal money for neighborhood anti-crime programs are learning how to start such projects on their own.

Under a unique, two-year-old program financed by LEAA, more than 400 community workers have received advanced training in crime prevention techniques and community organizing.

The training is conducted at the National Center for Community Crime Prevention at the San Marcos, Texas, campus of Southwest Texas State University.

It was established in 1978 with a $367,000 grant after LEAA received 1,200 applications for money that could support only 200 community anti-crime programs.

"We can't fund every application we receive, no matter how worthwhile," said Cornelius Cooper, assistant administrator of the LEAA community anti-crime office.

"The crime prevention school allows us to at least double the number of citizens groups actively involved in preventing crime in their neighborhoods."

During its first year, the center trained 463 people from community and neighborhood-based organizations and agencies.

The training program includes courses on crime trends, social conditions that contribute to crime, resources available to community groups, criminal justice system components, crime data collection processes, fund raising, and model community anti-crime programs.

Technical Assistance Provided

Some technical assistance is provided by such organizations as the Texas Crime Prevention Institute, the National Organization of Black Law Enforcement Executives, the National Criminal Justice Reference Service, and the National Council of La Raza.

Fred Stansbury, executive director of the Texas community crime prevention center, said the "real value of the center is the intensified training offered here."

"Community-based groups are often plagued by instability, lack of support from traditional crime prevention agencies, too few funds, and too little exposure to crime prevention techniques and programs of proven effectiveness.

"Our curriculum addresses all of these problems and teaches citizens how to overcome them," he said.

For example, a center graduate from Daytona Beach, Florida, will receive assistance from the crime prevention school to determine what programs will most benefit his community.

Funding Process Learned

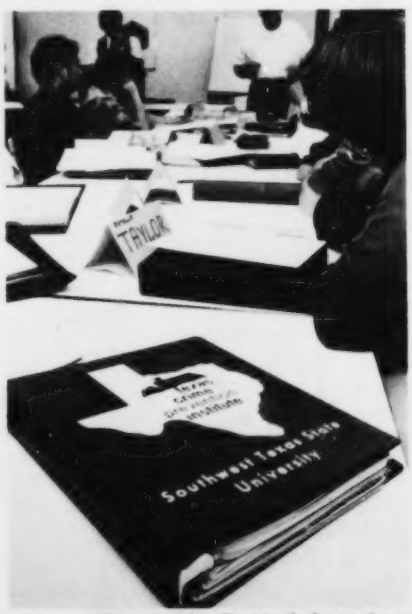
A Modesto, California, graduate plans to use the management techniques and funding processes he learned to benefit his own organization.

A Milwaukee, Wisconsin, community organizer, having completed the training, will develop a security plan for one of Milwaukee's most burglarized neighborhoods.

Another center graduate, from North Bellmore, New York, will translate her experience into an anti-vandalism campaign in her neighborhood's public schools.

"The shared experience, the crime prevention expertise, and the staff's commitment to citizen crime prevention are why the center receives such high marks from participants," said Mr. Stansbury.

Details about the training program can be obtained by calling the center at 512-245-2588. ■



Students at the center learn management and funding techniques to apply to their communities.

LEAA Conference

Experts Discuss Govt. Fraud Prevention Model

"Fraud, waste, and abuse of public funds at all government levels are a devastating national cancer that financially dwarfs some of the more notorious crimes.

"They eat away at the moral fiber of government officials at all rungs of the ladder," Henry S. Dogin told an audience of prosecutors, auditors, investigators, and other state and local officials.

Mr. Dogin, OJARS acting director, was speaking at a Special National Workshop on Prevention and Detection of Fraud, Waste, and Abuse of Public Funds which will help LEAA develop a national model to prevent government fraud and abuse at the state and local levels.

He cited these examples of the magnitude of government fraud:

—An NIJ-funded study—"Corruption in Land Use and Building Regulation"—estimated annual bribe payoffs to building inspectors, zoning board members, and municipal employees at between $3 billion and $5 billion.

—An LEAA-funded study by the American Management Association said business crimes such as commercial bribery, insurance fraud, and computer manipulation theft cost between $30 billion and $40 billion annually.

—Fraud against the government ranks fourth among all criminal cases filed by the U.S. Department of Justice.

"And this is probably only the tip of the iceberg," Mr. Dogin said. "If you add waste and abuse to this scenario, you have a really staggering problem.

"What can be done?" Mr. Dogin asked the audience.

According to the workshop participants, public education about fraud—its causes, costs, and prevention—is an important first step.

"The public realizes there is a problem," said J. Terrence Brunner, executive director of the Better Government Association, Chicago.

"They read about it in the papers every day. But they don't know what to do about it; and they don't know that corruption filters down to all levels of government, not just the federal government."

Mr. Brunner said the public must be mobilized to put pressure on their legislators and public leaders to do something about government fraud and waste.

Government employees must be informed of the opportunities and costs of theft and waste, Thomas Kelley, director of the Kansas Bureau of Investigation, said. He said training programs for managers should be implemented to teach them how to reduce opportunities for waste and abuse, and standards of conduct for all employees should be developed and strictly enforced.

Long-term solutions advocated by workshop participants include establishment of independent investigative units such as state inspector general offices and special economic crime prosecution divisions to investigate and prosecute offenders.

Jewel Lansing, an auditor from Portland, Oregon, said more workshops of this type are needed to make state and local officials aware of new developments in fraud prevention, investigation, and prosecution, and to share successful techniques.

"This seminar (held in Washington, D.C.) has been a good starting point," she said. ■

A National Anti-Fraud Information Clearinghouse has been established by LEAA under a contract with the National Criminal Justice Reference Service. The clearinghouse will provide state and local officials access to information on the results of existing programs, research and development efforts, technical assistance resources, and results of innovative projects, among other information.

For further information about the clearinghouse, write NCJRS, Box 6000, Rockville, Maryland 20850, or call (202) 862-2900.

Prosecutor Improvement Program Established

A new program to improve cooperation among federal, state, and local prosecutors was announced by Attorney General Benjamin R. Civiletti.

Mr. Civiletti said he hoped it would help reduce duplication of efforts in prosecutions and enhance a variety of law enforcement efforts.

The by-laws setting up the Working Group were signed by Robert W. Johnson, Anoka, Minnesota, president of the National District Attorneys Association; J. D. MacFarlane, Denver, president of the National Association of Attorneys General; and Mr. Civiletti.

"Uncoordinated criminal justice services lead to inefficiency. They are a disservice to a public that expects maximum effectiveness from all of us," Mr. Civiletti said.

"No one part of the federal, state, and local systems should dominate the others. But it makes obvious good sense to maximize our effectiveness and our ability to prosecute successfully.

One of the Working Group's key functions will be to support Federal-State-Local Law Enforcement Committees and encourage their expansion.

The new Working Group will develop exchanges of information in such areas as enforcement resources, differing approaches to prosecutions, legislative proposals, training, and federal financial aid.

One priority concern will be how to solve conflicts arising from federal and local authorities having jurisdiction over the same crimes. Another priority will be development of cooperative approaches in such areas as white-collar and economic crime.

Violence Towards Minorities Increasing, Council Told

Harassment of minority groups—particularly blacks and hispanics—is on the rise.

That was the consensus of witnesses who testified before the National Minority Advisory Council on Criminal Justice at hearings held in Birmingham, Alabama, and Anaheim, California.

Of particular concern to minorities, witnesses testified, is the recent escalation of activity by the Ku Klux Klan.

Tony Arce, a probation officer in San Bernardino County, California, blamed what he called a "race riot" at a local high school on a Klan recruitment effort among pupils.

The hispanic community also is a target of Klan violence, according to Chon Martinez, vice president of the League of Latin American Citizens (LULAC).

Some members of the hispanic community are intimidated, he said, while others want to fight back. "Many in the hispanic community want to organize to confront the Klan's aggresion," he said.

Rev. Abraham L. Woods of the Southern Christian Leadership Conference in Birmingham charged that law enforcement agencies have done little to protect minorities from the Klan. He said police too often side with the Klan rather than the victims of their attacks. "In subduing Klansmen, it appears that the Birmingham Police Department puts on kid gloves," he noted.

The federal response is often little better, witnesses testified. Minority representatives at the hearings called for increased investigation of civil rights violations by the federal government, and urged white political and law enforcement leaders to speak out forcefully against the illegal activities of the Klan.

Change In Attitude Needed

Dr. Richard Arrington, mayor of Birmingham, called for LEAA to stimulate changes in law enforcement attitudes towards minorities by using funds to provide an incentive for such reforms.

Curbs on the Klan should be approached with caution, however, said Peggy Triplett, LEAA special assistant to the administrator for minority and women affairs.

"The Klan is extremely dangerous because it disguises itself as a non-violent, civil rights group," she said. "This makes it very difficult to confront because of a need for caution against infringing on the group's First Amendment rights."

Tom Metzger, grand dragon of the California Knights of the Ku Klux Klan, said at the Anaheim hearings that the state Klan works through the "political process." He said the white supremacist organization is not involved in any illegal activities, organized violent acts, or attempts to harass minorities.

But he called the Klan a "racist" group—a characteristic he said the Klan shares with black and hispanic organizations.

"I will assure you today that the Knights of the Ku Klux Klan are not engaged in any program of physical aggression against members of minority races. However, since the minority population constitutes the disproportionate amount of crime in this country, the Klan will defend its people and the white race in general when need be," Mr. Metzger said.

Other Problems Discussed

Black-on-black crime and police brutality also were problems aired at the hearings. Witnesses testified that the answers may lie in increased hiring of minorities in law enforcement agencies; encouraging minority community participation in crime reduction efforts; support for educational and employment programs for minority youths; and, improved communication between law enforcement agencies and the minority community. ■

You're probably wondering why your car was stolen.

You forgot to lock it.

Funny thing about your car. You left it, just for a minute, to run in for some dog biscuits. Next thing you know, you and the dog biscuits are standing on the corner, waiting for a bus. Maybe this hasn't happened yet. But if you keep leaving your car unlocked it probably will. So lock your car, and take your keys, every time you leave it. And don't leave tempting packages on the seats. Find out more about preventing crime. Write to: Crime Prevention Coalition, Box 6600, Rockville, Maryland 20850. That's one way to...

TAKE A BITE OUT OF CRIME

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A message from the Crime Prevention Coalition, this publication and The Ad Council.

LEAA: More Than A Decade o

". . . To prevent crime and to insure the greater safety of the people, law enforcement efforts must be better coordinated, intensified, and made more effective."—Omnibus Crime Control and Safe Streets Act of 1968.

With these words, Congress launched an unprecedented partnership among federal, state, and local governments to control crime and improve the American criminal justice system. The Omnibus Crime Control and Safe Streets Act created the Law Enforcement Assistance Administration to carry out this mandate.

During the past 11 years, LEAA financial and technical assistance has helped states, counties, and cities set in motion far-reaching reforms and modernization of their criminal justice systems. Under LEAA sponsorship and encouragement, thousands of anti-crime programs tailored to meet local needs and problems have been carried out.

With the birth of OJARS, the federal commitment to improving the criminal justice system continues and a new LEAA takes up the fight.

But, before we start this new decade of commitment, let us reflect on the decade plus one year of LEAA.

Patrick Murphy, first LEAA administrator.

1968-1969

—LEAA, the first comprehensive crime control program enacted by Congress, formally began operations on October 21, 1968. Acting Administrator Patrick V. Murphy took office the same day.

—By the end of 1969, plans for criminal justice reforms had been submitted by 50 states, Washington, D.C., Puerto Rico, the Virgin Islands, and Guam. All states had established state planning agencies.

1970

—Congress amended LEAA's enabling legislation, expanding corrections improvement programs and approving the financing of construction projects.

—The National Institute of Law Enforcement and Criminal Justice established a Pilot Cities Program to test the impact of across-the-board criminal justice improvements.

—Project SEARCH (System for Electronic Analysis and Retrieval of Criminal Histories) began. It was a 10-state project for sharing computerized criminal justice records between jurisdictions.

—LEAA established seven regional offices around the country to "provide

In this issue, the *News* recognizes some of the people who contributed to the work of LEAA and to the concept of federal criminal justice assistance to state and local governments. Here are just a few of the many whose names appeared in our files:

As chairman of the Senate Judiciary Committee, **Sen. John L. McClellan** (D-Ark.) contributed much to LEAA. He was a chief sponsor of the Omnibus Crime Control and Safe Streets Act that created LEAA in 1968. He supported continuing LEAA legislation over the years and the Public Safety Officers' Benefits Act of 1976.

Senator Roman L. Hruska (R-Neb.) was a staunch supporter of LEAA. He was the chief architect of the legislation that launched LEAA and one of Congress' leaders in drafting other important law enforcement and criminal justice measures. In 1970, Sen. Hruska was instrumental in securing passage of the Part E (Corrections) portion of the LEAA legislation. He also supported reauthorization of the LEAA program in the 1973 and 1976 hearings on the Crime Control Act.

Rep. Peter W. Rodino, Jr., (D-N.J.) chairman of the House Judiciary Committee, was another member of Congress who was intent on "molding LEAA into a more effective, efficient, and realistic instrument in the war on crime." He supported important LEAA legislation, including the Crime Control Act of 1976, which expanded LEAA's community-based crime prevention programs, and the Justice System Improvement Act of 1979.

f Criminal Justice Assistance

expert assistance closer to state planning agencies."

1971

—LEAA issued regulations forbidding discrimination in employment by state and local governmental agencies receiving crime control funds.

—First census of the nation's jails was released. It contained data on jail population, overcrowding, facilities, and operating costs.

—Number of regional offices increased to 10 by LEAA Administrator Jerris Leonard.

—National Advisory Commission on Criminal Justice Standards and Goals established to set priorities for improvement in the nation's criminal justice system.

—National Center for State Courts, National Crime Prevention Institute, the Law Enforcement Standards Laboratory, and the National Clearinghouse for Criminal Justice Planning and Architecture were created with LEAA seed money.

1972

—National crime victimization surveys began.

—High Impact Anti-Crime Program, designed to reduce street crime and burglarly in eight major cities, was announced by Vice-President Spiro Agnew. LEAA spent $160 million over two years to support the project.

—"Brandy," a bomb-sniffing German shepherd trained under an LEAA grant, sniffed out a plastic bomb at New York City's Kennedy Airport just minutes before it was set to explode.

—LEAA launched $12 million Comprehensive Data Systems Program to develop comprehensive criminal justice statistics programs in all 50 states.

1973

—The National Advisory Commission on Criminal Justice Standards Goals issued its far-ranging report containing hundreds of recommendations for states and localities to reduce crime.

—LEAA's Private Security Advisory Council began developing recommendations for a model code—covering licensing, personnel training, and firearms control—for the nation's private security industry.

—The National Sheriffs' Association and LEAA launched the National Neighborhood Watch Program with the slogan, "Never Give A Burglar An Even Break!"

—The National Institute established an Exemplary Projects Program to focus national attention on outstanding criminal justice efforts. The first award was to an innovative court services program in Polk County, Iowa.

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Rep. John Conyers (D-Mich.), who supported legislation establishing LEAA's community anti-crime office.

Senator Birch Bayh, (D-Ind.) chairman of the Senate Judiciary Committee's Subcommittee on Juvenile Delinquency, was the moving force behind the Juvenile Justice and Delinquency Prevention Act of 1974. The act created an Office of Juvenile Justice and Delinquency Prevention within LEAA, making it responsible for all federal juvenile justice programs. Sen. Bayh continues to take an active interest in LEAA's juvenile justice program.

Richard W. Velde was LEAA's longest serving administrator, from September 1974 to February 1977. He was appointed to the post by President Gerald R. Ford. He had been LEAA's deputy administrator for policy development since August 1973 and was an LEAA associate administrator from 1969 to 1973. Mr. Velde resigned from the agency in February 1977 to practice law. He is currently on the staff of Senator Robert Dole (R-Kan.).

Gerald M. Caplan was the first director of LEAA's National Institute of Law Enforcement and Criminal Justice. He was appointed to the post in November 1973 by Attorney General Elliot Richardson. Under his leadership, the Institute supported a variety of important criminal justice research and demonstration projects. From 1968 to 1969, Mr. Caplan served as first general counsel of LEAA. He resigned from the agency in May 1977 to teach law.

Looking Back At LEAA

(continued from page 11)

"We were both struggling for his gun and . . . BAM! It was kind of a glanced-in shot over my heart. I could see his eyes widen when I should have fallen but was still standing."—Patrolman Raymond Johnson, a Seattle police officer whose life was saved when he was shot wearing a bullet resistant vest as part of LEAA's field test program.

Attorney General Griffin Bell spearheaded the plan to restructure federal criminal justice assistance which became the Justice System Improvement Act.

—Testing of a computerized 911 emergency telephone dialing system began.

1974

—The Juvenile Justice and Delinquency Prevention Act placed all federal juvenile justice programs under LEAA.

—President Gerald R. Ford announced $3 million LEAA program to speed prosecution of career criminals.

—LEAA developed new programs for involving citizens in the criminal justice system and for making the system more responsive to citizen needs.

—An LEAA study of jury operations found that the size of criminal court pools could be reduced by 20 to 25 percent yet still provide adequate number of jurors for trials.

1975

—LEAA earmarked $8.5 million to support programs to keep juvenile status offenders—truants, runaways, and incorrigibles—out of detention and correctional facilities.

—Police in 15 cities donned LEAA-funded bullet resistant vests to test the vest's effectiveness under actual working conditions.

—Portland, Oregon, was selected as the first site to test the effectiveness of LEAA's Crime Prevention Through Environmental Design Program. The program featured innovative architectural design concepts in a high-crime commercial area.

—A study of Operation Identification—a system in which householders engrave property with an identifying number and register the number with police—reported use of the system significantly reduced burglary rates.

1976

—Crime Control Act established within LEAA an Office of Community Anti-Crime to support grassroots crime prevention projects.

—First "Sting" anti-fencing operations took place in Washington, D.C. LEAA "buy" money underwrote the two operations which recovered more than $3.5 million in stolen goods.

—Kentucky became the first state to adopt a model procurement code developed by the American Bar Association under an LEAA grant.

—A forensic scientist working under an LEAA grant developed a method to determine the sex of a person from a dried bloodstain.

—A 15-member National Minority Advisory Council on Criminal Justice was created to advise LEAA on ways to resolve problems of minorities and

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President Gerald R. Ford signs the Crime Control Act of 1976. From left to right: Sens. Thurmond, Hruska, and McClellan; Rep. Rodino; Sen. Edward Kennedy. At the far right is Attorney General Edward Levi.

women in dealing with the criminal justice system.

1977

—LEAA earmarked $1 million for programs dealing with family violence, including the problems of battered women and child abuse.

—A $2 million program to implement and evaluate restitution as a viable means of rehabilitation began in seven states.

—LEAA's 10 regional offices closed.

—The American Medical Association and LEAA started implementing standards for inmate health care in the nation's prisons.

—One Day/One Trial jury experiment began in Wayne County, Michigan, with LEAA financing.

—Office of Juvenile Justice and Delinquency Prevention announced a $2.8 million program to combat school crime.

1978

—President Jimmy Carter unveiled a legislative package for submission to Congress that would create a Justice System Improvement Act to restructure the LEAA program.

—Neighborhood Justice Centers for citizen dispute resolution opened in three cities.

—Community corrections agencies in four cities received the first nationally-recognized professional accreditations ever awarded American correctional programs. The accreditation standards were developed by the American Correctional Association and LEAA.

—Juvenile Justice programs focused on the International Year of the Child.

—LEAA-funded study showed police patrolwomen perform just as effectively as patrolmen.

1979

—President Carter signed the Justice System Improvement Act which created an Office of Justice Assistance, Research, and Statistics to coordinate the efforts of a new LEAA, a National Institute of Justice, and a Bureau of Justice Statistics. Henry S. Dogin and Homer F. Broome, Jr., named acting heads of the new agencies.

—Vice President Walter Mondale announced a national strategy to combat arson. LEAA grants totaling $9 million were awarded to support the effort.

—LEAA sponsored development of accreditation standards for law enforcement officers.

—LEAA begins developing national model to prevent government fraud and abuse. ■

STATE OF THE UNION—MESSAGE FROM THE PRESIDENT—PM 148

LEAA's potential to improve and strengthen State and local criminal justice programs has never been realized. Two years ago, I proposed far-reaching reforms in its structure and programs. Last month, Congress passed, and I signed, a bill which incorporated most of those reforms and which reauthorized LEAA for four more years. These reforms will preclude excessive expenditure of funds for equipment, enable better information and research about crime problems and permit funding only of innovative programs which have a high probability or record of proven success. During this year we will implement the new legislation in a way that makes certain the agency is efficiently carrying out its mission of providing meaningful law enforcement assistance.

JIMMY CARTER.
THE WHITE HOUSE, *January 21, 1980.*

Above: Henry Dogin, last LEAA administrator under the Crime Control Act; first director of OJARS and NIJ under 1979 legislation. Below: Homer Broome, last LEAA deputy administrator under the Crime Control Act; first administrator of LEAA and BJS under 1979 legislation.

Counselor talks with young sexual abuse victim.

Planning Is 'Coming Of Age'

Comprehensive criminal justice planning is "coming of age" and LEAA has been the driving force behind the state-level improvements, according to a report by the National Academy of Public Administration.

"Although frequently criticized for excessive regulations, the LEAA grant program has been the lever providing the initial stimulus for most of the criminal justice planning that exists today," the report said.

The report noted that planning is at an extremely sensitive stage where a substantial reduction in LEAA support could easily set back progress made so far. Considerably more could be accomplished in criminal justice planning if it was adequately supported by political leadership, the report said.

A panel of experts in criminal justice, state government, and intergovernmental relations collected data from nine states: California, Colorado, Connecticut, Michigan, Minnesota, New Mexico, North Carolina, North Dakota, and Virginia.

Five Essential Factors

The panel said these five elements are essential to successful criminal justice planning:

- A top quality professional as director of the State planning agency.
- The active support of the governor.
- Confidence of criminal justice agencies.
- Stability of leadership.
- A planning style that emphasizes controlled coordination with diffused responsibility for detailed planning and implementation.

Other elements which are "highly desirable" according to the panel are:

- A close working relationship with the legislature.
- Close working relationship with the budget and gubernatorial planning processes.
- Cooperation with other criminal justice agencies.
- An active, positive governing board which explores alternatives to traditional approaches to criminal justice planning.

Four Options

The report listed four alternative strategies for reform: complete reorganization of the state criminal justice planning agency and consolidation of all criminal justice planning functions within the executive branch of state government; reorganization of the state planning agency itself; a change in leadership; and, incremental changes over the long-range.

In making its recommendations, however, the panel noted there are no standard solutions to improving state criminal justice planning.

"There is tremendous and rich variety from one state to another in the nature and organization of its criminal justice system, and in political, demographic, and other key influences which have important and direct impact on how criminal justice planning can be organized and conducted," the report said.

It noted that criminal justice planning will not be improved by regulation and that much of the regulation to date has been time-consuming without accomplishing its purpose of assuring program goals or maintaining responsibility.

"The process of firmly rooting comprehensive criminal justice planning in the state governing process is complex, difficult, and time-consuming; progress therefore requires some long-term commitment which normally exceeds the office of most political officials—executive or legislative," the report said.

The report was prepared for LEAA to determine to what extent comprehensive planning has become a part of the governing process in state governments and how this process of integration might be accelerated. Copies are available from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

The Challenge Of The 1980's

(continued from page 3)

an illegal alien's right to make bail? What is his right to habeus corpus? Does he have a right to a judge he can understand? Does he have the right to an interpreter? Does he have a right to a lawyer who speaks Spanish? Do his children have a right to attend public schools? I submit to you that the hispanic version of the civil rights revolution of the 60's is about to hit us headlong as we move into the 80's.

Finally, there is one problem that is most difficult to anticipate, and is certainly the most discouraging—the impact of a potential fuel shortage on law enforcement. If the bare essentials of society are order, respect for authority, and a maintenance of the system by which society glues itself together, you must consider what can happen if we can't light the cities the way they were designed to be lighted, if people are cold at night or hot in the summer, and if we don't have the kind of fuels that were the basic assumptions of our entire urban society. Are we really preparing ourselves for the worst that can happen? Is anyone planning for the law enforcement crisis that can confront us if there is a drastic shortage of fuel? Is anyone daring to think the unthinkable?

I would end by saying that, for those of you whose profession it is to use the wisdom and the foresight of planning to prepare our society for the future, the challenge is certainly there. There will certainly be challenge enough, work enough, inspiration enough, for all of you and more. And I hope and trust that all of you will rise to the task. ■

Study Reports

Illegal Markets May Influence Murder Rates

A study on "Homicide In The Twentieth Century United States" says "it seems possible, if not likely" that the homicide rate climbs in relationship to the establishment of illegal markets—bootlegging during the prohibition era and drug pushing during the late 1960's and into the 1970's.

The study was presented by Dr. Margaret Ann Zahn, associate professor of sociology at Temple University, specializing in criminology and deviant behavior, at a workshop on "Historical Approaches To Studying Crime" in Chantilly, Virginia.

The two-day workshop was sponsored by the National Institute of Justice.

Included among the papers presented were: "Matrons and Molls: The Study of Women's Prison History," by Professor Nicholas F. Hahn of Northeastern University; "Interpretations of 18th Century Gaming in England and Their Implications for Present Day Casino Control in Great Britain and the United States," by Professor David R. Miers, University College, Wales; "Urban Homicide in the 19th Century: Some Lessons for the Twentieth," Professor Roger Lane, Haverford College; and "The State and Prostitution: Prohibition, Regulation, or Decriminalization," by Professor Mary Gibson, Grinnell College.

Dr. Zahn said she perceived her study as a "necessary prelude both for a historically grounded theory of homicide and for a set of workable social policies to deal with this type of interpersonal violence."

Rates Fluctuate

Dr. Zahn said the homicide rate has fluctuated throughout time, but that the trend was relatively low at the turn of the century—five homicides per 100,000 population in 1906.

It reached 8.5 homicides per 100,000 population in 1929—at the zenith of the gang wars linked to prohibition; dropped to a fairly steady rate of 5.6 in the 1940's and 4.8 in the 1950's; began rising in the late 1960's, and peaked at 9.7 in 1974.

Discussing the use of guns, Dr. Zahn said: "Many current researchers point to the increasing use of guns as the reason for the increase in the homicide rate. The data from existing studies suggest that deaths by firearms do not show a continuous progressive rise throughout the century, but rather that a high percentage of deaths by firearms occur at the same time as high homicide rates."

Professor Zahn points to one study done in Philadelphia before the turn of the century that found a person was as likely to have been killed by a gun (25 percent) as by a sharp instrument (25 percent) or by fists and feet (21 percent).

A national study showed that in the 1924-1926 period, 70.2 percent of the nation's homicides were gun-related.

But gun-related deaths declined in the 1950's, Dr. Zahn said, with a study showing that in Washington, D.C., in 1957, only 35.9 percent of the homicides were by guns, and that during the 1950's, in Philadelphia, the majority of homicides were knife victims.

Gun Victims Increase

The percentage of homicides that were gun victims began climbing in the late 1960's, however. In Washington, D.C., for example, gun killings reached 82.8 of the homicides in 1974.

" . . . Guns do bear a relationship to the murder rate," Dr. Zahn said. "In times of highest homicide rates, the 1920's and since 1968, the percentage of people killed by guns also is high. Yet it would not seem that availability of guns alone is the answer to the high U.S. homicide rate. It seems unlikely, for example, that the number of guns available were appreciably less in the 1950's than in the 1920's, or that the number changed drastically in Washington, D.C., from one year, 1968, to the next, 1969. What may change is not only availability but also the readiness to use guns and the definition of when and for what purpose the use of firearms is desirable."

Dr. Zahn suggested that one rationale for the increased use of guns in the 1920's and 1960's-1970's is that people engaged in illicit liquor sales and illicit drug sales got guns to protect themselves from competitors as well as from police.

Commenting on this, Dr.Zahn said, "Perhaps, if my previous analysis has any validity, taking profit out of illegal substance markets would also reduce use of guns in some populations and thus the homicide rate overall." ■

Reported Crime Up 9 Percent

Reported crime during the first nine months of 1979 increased 9 percent over the same period last year, according to the FBI's latest Uniform Crime Report.

Robbery showed the largest increase, up 13 percent. Violent crimes as a group rose 10 percent, with forcible rape and aggravated assault each up 9 percent. Murder increased 8 percent.

Collectively, property crimes increased 8 percent, with motor vehicle theft up 11 percent, larceny-theft up 9 percent, and burglary up 6 percent.

Sentencing Research Competition Announced

The National Institute of Justice has announced a competitive research solicitation aimed at examining the use of fines in sentencing.

A grant or cooperative agreement for an 18-month research project is planned, with funding support not to exceed $200,000. Both profit-making and nonprofit organizations are eligible.

All proposals must be postmarked no later than March 1, 1980. Copies of the solicitation may be obtained by sending a self-addressed mailing label to: Solicitation Request, The Use of Fines in Sentencing, National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850.

Views In The News

TRY A LITTLE TENDERNESS: "Even with a harsher attitude toward criminals through tougher penalties and more restrictions on parole, care and concern continue to play a vital role in controlling crime and violence in American society.

"The Michigan Department of Social Services, for example, is trying to curb child abuse not by threatening parents but by giving them 'tender loving care.'

"A DSS program, made up for the most part of volunteers, provides abusive mothers and fathers a person to call for help . . .

"On another front, the Michigan Department of Corrections has a $142,500 program in which criminals convicted of serious crimes are receiving legal training . . .

"A Law Enforcement Assistance Administration study on inmate education found, not surprisingly, that the lack of education and job skills was higher among prison inmates than the general population.

"Such disadvantages, the study said, lead to anti-social behavior, including both violent and non-violent crimes.

"In that regard, both the DSS program and the prison paralegal program share a common base—education. Teach parents the skills to handle their own problems and they will stop inflicting pain upon youngsters. Teach prison inmates the skills to handle others' problems and they will cease inflicting injury on society.

"None of which suggests that crime and violence should be any less deplored. But it should keep us aware that harsh penalties only react to symptoms. To cure the disease of crime and violence requires much, much more."—*Editorial, Battle Creek, Mich., Enquirer & News.*

GETTING TOUGH ON CRIME: "Last year 200 people died in Los Angeles in gang-related slayings. Experts forecast that the statistics will climb to 300 this year. One way to try to curb the violence is to prosecute the 5% to 10% of the gang members known as the 'hitters,' the ones who do the shooting. To do that, the Los Angeles County district attorney's office instituted Operation Hardcore last January; it has received a $352,248 grant from the Law Enforcement Assistance Administration to continue the project.

"The program is paying off: In the two years before Operation Hardcore began, there were convictions in slightly fewer than half the gang-related murder cases; now, in the cases that the district attorney's special unit has handled, its record in the courtrooms is 21 convictions and no acquittals.

"Almost no geographical area in Los Angeles has been left untouched by gang violence. Operation Hardcore cannot solve the social and economic problems that send people into gangs and lead them to kill, but it does offer some hope, however slight, of curtailing gang killings by showing that the worst offenders will not go unpunished."—*Editorial, Los Angeles Times.*

CREDIT DUE: "The value of the Law Enforcement Assistance Administration all too often has been measured by seemingly useless studies and grants rather than nuts and bolts law enforcement assistance . . .

"Among the commendable exceptions was the recent cooperative effort between law enforcement agencies that ended an alleged conspiracy to import drugs from Colombia.

"The LEAA provided funds, legal and technical assistance for the Joint Organized Crime Control Project . . .

"Albuquerque Police Capt. Tom Chappell said without the LEAA assistance, the investigation would not have been possible.

"The irony is as the LEAA has become more useful to law enforcement agencies, Congress has been trimming the agency's funds. In efforts such as the joint operation involving New Mexico, Florida and federal authorities, federal assistance is essential and should be continued."—*Editorial Albuquerque, N. Mex., Journal.*

ON DEADLY FORCE: "Communities across the country have found themselves embroiled in controversy over the proper limits on police use of deadly force. To put it another way, there have been hot disputes about when an officer is justified in firing his gun.

"This is a highly emotional subject. Often debate is touched off by the shooting of someone from a minority group, and when that happens there tend to be strong racial overtones in the discussion. Police, on the other hand, often tend to feel beleagured—unappreciated, unfairly accused of excessive violence—and see unwarranted interference in their performance of duty.

"It is important that, somehow, a balance be struck . . .

"A Los Angeles County program aided by an LEAA grant is of general interest . . . . Independent investigations are being carried on with cooperation from most large police departments in the area. If the program has the results its champions anticipate—if it results in better police operations and less community friction—other cities would do well to follow suit."—*Editorial, Westerly, Rhode Island, Sun.*

Baltimore Exempt From Contract Reviews

Baltimore, Maryland, is the first city in the nation to be exempted from certain federal contract review procedures under a presidential program to streamline government grant administration.

Baltimore's selection by OJARS and the Office of Management and Budget (OMB) was made because of the "excellence of the city's current procurement practices," the agencies said.

The program is designed to eliminate repetition, reduce costs and paperwork, and end other practices that often led to delays and inefficiencies.

Mayor Schaefer and federal officials signed a two-year agreement that eliminates the need for federal approval of a contract made under a federal grant if it involves a noncompetitive bid or if there is only one bid submitted in a competitive procurement.

Baltimore's current procedures are generally consistent with a model procurement code that LEAA helped develop several years ago for state and local governments.

The city was selected after an intensive review of the city's purchasing system by OJARS, OMB, the Environmental Protection Agency, and the Department of Transportation.

The review determined that the city's Department of Public Works, Department of Housing and Community Development, and Bureau of Purchases "meet good procurement standards," although eight recommendations for minor improvements were made.

Baltimore agreed to implement the recommendations. These include the removal of local preference when in conflict with federal grant requirements, increased documentation for professional services contracts, adoption of more complete written procurement procedures for the two city departments, clarification of maximum allowable overheads for professional services contracts, and other technical changes.

The agreement can be renewed at the end of two years and binds all federal agencies unless there is a deterioration of Baltimore's procurement system. ■

Youths Benefit From Counseling Program

Rearrests are down, school attendance has improved and grades are up among juvenile delinquents involved in a unique counseling program utilizing college students.

The program is called CREST (Clinical Regional Support Team), and through it graduate students at the University of Florida, Gainesville, counsel juvenile offenders referred by probation officers of the Florida Youth Service Program.

The counselors and youngsters meet wherever they feel comfortable—the juvenile's home, a car, bowling alley or on the street. The idea is to get the youths to "open up" and discuss problems freely without fear of being judged or reprimanded.

The counselors also meet at least once weekly with the probation officer assigned to the case, and with CREST "team" leaders.

Project Named Exemplary

The program has been named an exemplary project by the NIJ. It is only one of 32 innovative criminal justice programs to receive this designation since the awards began in 1973.

CREST volunteers provide an estimated 102 hours of counseling a week at a cost that is substantially below the estimate of equivalent services from the probation department.

More important, it is estimated that children receive at least two to three times more individual counseling under CREST than under traditional counseling programs.

One study of 30 youths after the completion of their participation in CREST showed they were charged with 23 offenses. In that same period, a comparison group of 31 youths who did not participate in CREST were charged with 65 offenses. Felony charges dropped from 54 to seven for the CREST group and from 56 to 30 for the non-CREST group.

School Attendance Improves

CREST youths also showed improvements in school attendance and fewer school suspensions than comparison groups. The grades of CREST clients improved, while those of the comparison group of non-CREST youths declined.

CREST began as a pilot project in 1972 with a $12,000 LEAA grant provided through the Florida Bureau of Criminal Justice Assistance. Between 1972 and 1976, CREST received $223,277 in LEAA money. Florida began financing the program in July 1976; and it currently has a $55,000-a-year budget.

Typically, about 12 graduate student counselors and the same number of undergraduate tutors and counselor aids serve between 150 to 200 juveniles a year. So far, 1,000 juveniles have participated.

In fiscal 1977, for example, CREST:

—Provided weekly individual counseling to 90 delinquent youths at an average of five months per youth.

—Counseled more than 50 families of delinquent youths.

—Provided extended group counseling and therapy for 84 youths.

—Counseled 40 delinquency-prone youngsters referred by high schools and another 24 referred jointly by the Florida Youth Service Program and the high school.

—Gave consulting assistance to school personnel for 81 CREST youths.

The basic approach of all CREST counselors is non-authoritarian and oriented towards feelings, attitudes, and thought processes.

The youths are helped to better understand why they acted as they did and to better control and plan their actions. ■

Publications

Juvenile Justice Training Manual, by the Juvenile Justice Management Training Program, is a 5-part manual to upgrade management skills of personnel of nonprofit, community-based juvenile justice agencies. Price is $25. To order write the Massachusetts Half-Way Houses, Inc., P.O. Box 348, Back Bay Annex, Boston, Mass. 02177.

State Judicial Information Systems State of the Art Report, 1978; A Review of OBTS and CCH Program Requirements in the Judiciary; and **An Assessment of the Adaptability of New PROMIS to a State Judicial Information System,** three new publications available from the National Center for State Courts. Price for each is $8.00. To order write Publications Dept., NCSC, 300 Newport Avenue, Williamsburg, Va. 23185.

Defender Management Information Systems—Feasibility Study: Vol. I, Executive Summary; Vol. II, Information Requirements; Vol. III, Data Processing Considerations; Vol. IV, Management Analysis and Recommendations. The four-volume set is available to members of the National Legal Aid and Defender Association (NLADA) at $5.00, and at $25.00 for non-NLADA members. Individual volumes may be requested. To order, write DMIS Project, NLADA, 2100 M Street, N.W., Suite 601, Washington, D.C. 20037.

International Policing: A Selected Bibliography, compiled by Mark Shanley and Marjorie Kravitz, and **Public Defender Programs: A Selected Bibliography,** compiled by Anthony Cain and Marjorie Kravitz, both available free from the National Criminal Justice Reference Service. To order write NCJRS, Dept. F, Box 6000, Rockville, Md. 20850.

Directory of Economic Crime Project Units, by the National District Attorneys Association's Economic Crime Project. To order write Economic Crime Project, NDAA, 666 N. Lakeshore Drive, Suite 1432, Chicago, Illinois 60611.

Restitution: Legal Analysis, by Roberta Gottesman, published by the National Council of Juvenile and Family Court Judges. Price is $3.50. To order write NCJFCJ, Publication Orders, P.O. Box 8978, Reno, Nevada 89705.

School Crime: The Problems and Some Attempted Solutions is available free from the National Criminal Justice Reference Service. To order write NCJRS, Dept. F., Box 6000, Rockville, Md. 20850.

Approaches to Criminal Justice Training, by John Fay, director of the National Crime Prevention Institute. Price is $12.00. To order write Publications Program, Institute of Government, University of Georgia, Terrell Hall, Athens, Ga. 30602.

Crime and the Older Citizen, a guideline available free from the UAW Retired & Older Workers Department, 8731 E. Jefferson Avenue, Detroit, Michigan 48214, Attn: John Turner, Assistant Director.

Funding Family Violence Programs: Sources and Potential Sources for Federal Monies, published by the Center for Women Policy Studies. To order a free copy write the National Clearinghouse on Domestic Violence, P.O. Box 2309, Rockville, Md. 20852.

Criminal Investigation Information Center—A Manual for Police Departments, by Don. R. Harris, Ph.D., published by LEAA as a supplement to "Basic Elements of Intelligence." Price is $3.50. Stock number is 027-000-00823-20. To order write Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Teenage Women in the Juvenile Justice System—Changing Values, edited by Ruth Crow and Ginny McCarthy. Cost is $2.95 plus 55¢ postage and handling. To order write New Directions for Young Women, Inc., 346 S. Scott Street, Tucson, Arizona 85701.

Safety Is Fun, Kids Learn

Children are getting important tips on safety and having fun at the same time with "Play It Safe," a crime prevention coloring book that is now featured on a syndicated television program for youngsters.

The book was produced by LEAA in conjunction with Kiwanis International's "Safeguard Against Crime" program.

It has been distributed by local Kiwanis clubs throughout the country. Recently, "Romper Room," a Baltimore-based television show for pre-schoolers, began highlighting pages of the book on their daily programs in 30 states.

The Shaw Avenue Kiwanis Club in Fresno, California, has signed up almost 1,000 teachers to distribute the book to an estimated 300,000 school children in nine cities, at the same time raising money to cover printing costs.

Copies of the coloring books are available from the OJARS Public Information Office, 633 Indiana Avenue, N.W., Washington, D.C. 20531.

Calendar

Feb. 20-23: 32nd Annual Meeting of the American Academy of Forensic Sciences, New Orleans, La. Contact: AAFS, 11400 Rockville Pike, Rockville, Md. 20852, 301/881-2082.

Feb. 24-28: Organized Crime Course, Part I, Phoenix, Ariz.; **Mar. 9-12:** Prosecution of Business Crimes Course, San Diego, Calif.; and **Mar. 10-14:** Applied Trial Techniques Course, Houston, Tex., all sponsored by the National College of District Attorneys. Contact: Registrar, NCDA, College of Law, University of Houston, Houston, Tex. 77004, 713/749-1571.

Feb. 25-28: Security Surveys Course, Houston, Tex.; and **Mar. 17-20:** Executive Protection Course, Indianapolis, Ind., both sponsored by the Indiana University Center for Public Safety Training. Contact: Indiana Univ., CPST, Harrison Bldg. Suite 500, 143 West Market St., Indianapolis, Ind. 46204.

Feb. 25-29: Arson Investigation Seminar, New Orleans, La.; **Mar. 3-14:** Police Traffic Services Management Seminar, Evanston, Ill.; **Mar. 10-12:** Internal Controls Seminar for Law Enforcement Agencies, Irving, Tex.; and **Mar. 17-21:** Seminar on Homicide and Major Crime Scene Investigation, Evanston, Ill., all sponsored by the Traffic Institute. Contact: Registrar, Traffic Institute, Northwestern Univesity, 555 Clark Street, Evanston, Ill. 60204.

Feb. 27-28: Standardizing Crime Reporting System (SCRS) workshop, New Orleans, La.; **Mar. 5-6:** in Denver, Colo.; and **Mar. 12-13:** in Baltimore, Md., all sponsored by SEARCH Group, Inc. Contact: Jane Duncan, SCRS project coordinator, SEARCH Group Inc., 1620 35th Avenue, Sacramento, Calif. 95822, 916/392-2550.

Feb. 27-29: Criminal Justice Statistics Association meeting, Winter Park, Fla. Contact: Emilie Brwn, director, Statistical Analysis Center, Nebraska Commission on Law Enforcement and Criminal Justice, 301 Centennial Mall South, Lincoln, Neb. 68509, 402/471-2194.

Feb. 27-Mar. 1: First National Meeting of the National Coalition Against Domestic Violence, Bethesda, Md. Contact: May Morrison, NCADV, P.O. Box 32423, Washington, D.C. 20007, 202/337-2815.

Feb. 27-Mar. 9: 25th Annual Southern Conference on Corrections, Tallahassee, Fla. Contact: Dr. Vernon Fox, School of Criminology, Florida State Univ., Tallahassee, Fla. 32306, 904/644-4050.

Feb. 28-29: Police and the Media Seminar; **Mar. 13-14:** Covert Property Recovery Operation: The Sting Seminar; and **Mar. 25-26:** Anti-Terrorism: The Domestic and Foreign Experience Seminar, all to be held at and sponsored by the John Jay College of Criminal Justice, New York City. Contact: Ms. Barbara Natow, John Jay College's Criminal Justice Center, Room 2203S, 444 West 56th Street, N.Y., N.Y. 10019, 212/247-1600.

Feb. 29-Mar. 2: Seventh Annual Conference of the Western Society of Criminology, Newport Beach, Calif. Contact: Glen Courmoyer, WSC, Criminal Justice Program, San Diego State University, San Diego, Calif. 92182, 714/265-6224.

Mar. 3-6: Police Discipline Course, San Diego, Calif.; **Mar. 3-7:** Police Instructor Training Course, Atlanta, Ga.; **Mar. 17-21:** Hostage Rescue Operations Course, Phoenix, Ariz.; **Mar. 24-26:** Assessment Center Method Course, Kansas City, Mo.; **Mar. 24-28:** Police Planning and Research Methods Course, Williamsburg, Va.; **Mar. 24-28:** Police Labor Relations Course, Phoenix, Ariz.; and **Mar. 31-Apr. 4:** Administration and Management of Small Police Departments Course, Philadelphia, Pa., all sponsored by the International Association of Chiefs of Police. Contact: IACP, 11 Firstfield Road, Gaithersburg, Md. 20760, 301/948-0922.

Mar. 12-14: Academy of Criminal Justice Sciences Annual Meeting, Oklahoma City, Okla. Contact: William Parker, C.J. Program, Central State University, Edmond, Okla. 73034, 405/341-2980.

Mar. 12-15: Strengthening the Executive Component of the Court Program, Atlanta, Ga.; **Mar. 16-19:** Serious and Repetitive Juvenile Offenders: Policy and Program Strategies Seminar, New Orleans, La.; and **Mar. 23-28:** Management for Justice System Supervisors Seminar, Phoenix, Ariz., all sponsored by the Institute for Court Management. Contact: ICM, 1624 Market Street, Suite 210, Denver, Colo. 80202, 303/534-3063.

Mar. 17-19: Special National Workshop on Research Methodology and Criminal Justice Evaluation, Baltimore, Md., co-sponsored by the National Institute of Justice and the Evaluation Research Society. Contact: National Criminal Justice Research Utilization Program, Logistics Division, Suite 1600, 5530 Wisconsin Ave., N.W., Washington, D.C. 20015, 301/654-8338, ext. 327.

Mar. 17-21: Contemporary Law Enforcement Problems Course, and **Mar. 17-21:** Seventh Police Academy Graduates Seminar, both held and sponsored by the Southwestern Legal Foundation, University of Texas, Dallas. Contact: SLF, Univ. of Texas at Dallas, P.O. Box 707, Richardson, Tex. 75080, 214/690-2377.

Mar. 17-21 Prevention of White Collar Crimes Course, sponsored and held at the National Crime Prevention Institute, Louisville, Ky. Contact: Admissions Coordinator, NCPI, Univ. of Louisville, Shelby Campus, Louisville, Ky. 40222.

Mar. 18-21: Crisis Intervention Seminar, College Park, Md., sponsored by the Law Enforcement Institute, University of Maryland. Contact: LEI, Univ. of Md. University College, Conferences & Institutes Division, University Blvd. at Adelphi Road, College Park, Md. 20742.

Mar. 20-22: Insanity Defenses Program, Houston, Tex., sponsored by the National College for Criminal Defense. Contact: Registrar, NCCD, College of Law, University of Houston, Houston, Tex. 77004.

Mar. 23-26: National Symposium on "Children in Jails," Denver, Colo., sponsored by the National Coalition for Jail Reform and the Community Research Forum of the University of Illinois. Contact: Ms. Elizabeth Daum, Community Research Forum, Univ. Of Illinois, 505 East Green Street, Suite 210, Champaign, Ill. 61820, 217/333-0443.

Mar. 24-28: Child Abuse Seminar, Los Angeles, Calif., sponsored by the Delinquency Control Institute of the University of Southern California. Contact: DCI, Child Abuse Seminar, Tyler Bldg., 3601 South Flower St., Los Angeles, Calif. 90007.

Mar. 24-28: Assets Protection Course, Atlanta, Ga., sponsored by the American Society for Industrial Security. Contact: ASIS, 2000 K Street, NW, Suite 651, Washington, D.C. 20006, 202/331-7887.

Mar. 24-28: Police Instructors Course, St. Petersburg, Fla., sponsored by the Florida Institute for Law Enforcement. Contact: FILE, St. Petersburg Junior College, 6605 5th Avenue North, St. Petersburg, Fla. 33733, 813/546-0011.

Mar. 24-Apr. 11: Organized Crime Investigators Course Miami, Fla., sponsored by the Institute on Organized Crime. Contact: John A. Beckman, coordinator, IOC, 16400 NW 32nd Avenue, Miami, Fla. 33054, 305/621-0646.

Mar. 27-29: Seventh Annual Conference on Local/County Parole, San Francisco. Contact: Richard Zevitz, Office of the County Parole Commission, Room 701, Hall of Justice, 850 Bryant Street, San Francisco, Calif. 94103, 415/558-5949.

Mar. 27-29: The Juvenile Justice System Conference, Albuquerque, N.M., sponsored by the University of New Mexico and the New Mexico Council on Crime and Delinquency. Contact: NMCCD, P.O. Box 1842, Albuquerque, N.M. 87103.

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21 People Named To Review Police Standards

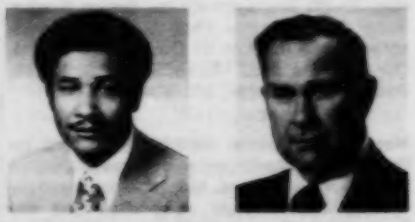
Twenty-one people have been named to a commission to review proposed standards for law enforcement agencies.

The panel is comprised of 11 law enforcement officials and 10 private and governmental representatives. Members will promulgate standards and an accreditation process.

Development of the standards was paid for by a $1.5 million LEAA grant awarded to the International Association of Chiefs of Police (IACP), the National Organization of Black Law Enforcement Executives (NOBLE), the National Sheriffs' Association (NSA), and the Police Executives' Research Forum (PERF).

The four organizations, which drafted the standards, unanimously approved the commission memberships.

The commission members are: Rosemary Ahmonn, county commissioner, Olmstead County Board of Commissioners, Rochester, Minn.; John H. Ball, director, Department of Public Safety, Royal Oak, Mich.; Bruce R. Baker, chief, Portland Bureau of Police, Portland, Oreg.; Sidney J. Barthelemy, councilman-at-large, New Orleans, La.; Professor Egon Bittner, Department of Sociology, Brandeis University, Waltham, Mass.; Gilbert M. Branche, chief of detectives, Philadelphia County District Attorney's Office, Philadelphia, Pa.; Lee P. Brown, public safety commissioner, Atlanta, Ga.; Governor Brendan T. Byrne, Trenton, N.J.; and, Chief Justice William H. Erickson, Colorado Supreme Court, Denver, Colo.



Clockwise from upper left: Lee P. Brown, Glen D. King, Bruce R. Baker, William Lucas.

Also State Representative Barney Frank, House of Representatives, Boston, Mass.; Mayor Janet Gray Hayes, San Jose, Calif.; Thomas F. Hasting, chief of police, Rochester Police Department, Rochester, N.Y.; Kenneth E. Joseph, assistant director, FBI Academy, Quantico, Va.; Glen D. King, chief of police, Dallas Police Department, Dallas, Tex.; William Lucas, sheriff, Wayne County Sheriff's Department, Detroit, Mich.; Kenneth H. Medeiros, chief of police, Bismarck Police Department, Bismarck, N.D.; and, Lieutenant Jack Pearson, San Diego Police Officer's Association, Inc., San Diego, Calif.

In addition, Colonel Wilson E. Speir, director, Texas Department of Public Safety, Austin, Tex.; Paul Steinbrenner, city manager, Newport, R.I.; Gerard H. Wattigny, Iberia Parish Sheriff's Department, New Iberia, La.; and Richard P. Willie, sheriff, Palm Beach County Sheriff's Office, West Palm Beach, Fla.

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Justice Assistance News

OJARS Budget Higher For 1981

The Department of Justice is requesting a $2.66 billion budget for fiscal year 1981, about 7 percent more than the 1980 level of appropriations, Assistant Attorney General Kevin D. Rooney has announced.

This includes an OJARS budget request of $570,882,000 and 571 positions, an increase of $84,419,000 (17.4 percent), with no change in positions from the anticipated 1980 level.

The higher OJARS funding level will increase aid to states and localities for general criminal justice formula grants by $57,766,000, focusing additional assistance in areas with the most severe crime problems.

An increase of $5 million for the Office of Community Anti-Crime Programs to enhance citizen involvement in crime prevention activities is included. A major component of this program is an urban anti-crime initiative that seeks to involve citywide resources, particularly local officials, in efforts to combat crime.

Additional funding for the research and statistics appropriation will support the continuation of the crime victimization survey.

Funding for programs associated with the Juvenile Justice Act will continue in 1981 at the 1980 level of $100 million, emphasizing the priority afforded these efforts by both the Administration and the Congress.

The request for $2,664,546,000 and 55,679 positions for the Department of Justice represents 1,238 fewer positions and an increase of $172,041,000 from the current year budget.

Mr. Rooney, who heads the Department's Justice Management Division, said Congress appropriated $2,394,967,000 and 56,608 positions in fiscal year 1980; in addition, fiscal year 1980 supplemental and reprogramming requests totaling $97,538,000 and 309 positions are pending before Congress.

Mr. Rooney emphasized that the budget request is consistent with President Carter's policy of holding down federal government spending in the fight against inflation.

But he said the budget proposal continues to give high priority to state and local assistance and corrections programs. Among the "significant changes" Mr. Rooney listed was the increase of more than $84 million for OJARS. He said this underscores the Administration's commitment to improvements in operational enforcement programs. Budget details are contained on page 6. ■

OJJDP Head Sworn In

Attorney General Benjamin Civiletti administers the oath of office to Ira Schwartz, new associate administrator of LEAA's Office of Juvenile Justice and Delinquency Prevention. To Mr. Schwartz' right are his son, David, wife, Elaine, daughter, Amy, and mother-in-law, Mrs. Gert Lapides. See story on page 6.

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WHAT THEY ARE SAYING ...

Needs of Female Inmates No Longer Ignored By Prisons

Norman A. Carlson, director of the Bureau of Prisons, recently testified before the House Judiciary Committee's Subcommittee on Courts, Civil Liberties, and the Administration of Justice on the problems of women criminal offenders and the efforts of the federal prison system to deal with them. Excerpts from his testimony follow.

Until recent years, little attention was paid to the special needs of female offenders, primarily because they represented only a small proportion—6 percent—of the entire inmate population. With society's growing awareness of the equal rights of women, the increased recruitment of female employees, with correctional administrators becoming more aware of the special needs of female offenders, and with the larger number of women being committed to federal custody, this lack of attention is rapidly changing.

There are currently 1,325 women serving sentences in federal institutions. The typical female offender is 31-years-old, black, and single with the responsibility for two children. She does not have a high school diploma and is typically the head of her household.

Most women confined in federal institutions face the same economic pressures that have been associated with criminal behavior in the past. Many lack job skills to enable them to enter and stay in the work force and most have virtually no financial resources. The majority have histories of drug abuse. Over 20 percent are serving sentences for economically-related crimes such as larceny, theft, fraud, embezzlement, or forgery. An additional 25 percent are serving sentences for drug-related offenses. Contrary to popular opinion, the offense pattern for female offenders has remained fairly constant over the past 50 years.

Currently, 15 percent of the female offenders are convicted of violent offenses which include robbery, assault, kidnapping and homicide. The percentage of District of Columbia Code offenders committing violent crimes is significantly higher and represents nearly 75 percent of that population. Two-thirds of the women are serving sentences of between two to six years.

More than 50 percent of the federal female offender population are from urban locations. Of these, one-third are from two large geographic areas: the Northeast corridor from New York City to Washington, D.C.; and the lower Great Lakes from Milwaukee to Cleveland. An additional 8 percent come from the Los Angeles-San Diego area.

Our most recent effort on behalf of the female offender was the establishment of the Female Offender Task Force. The Task Force focused on the status of the female offender and identified strengths and weaknesses in current programming. Critical issues identified by the Task Force were medical and psychiatric care, education and vocational training, family visitation, community programs, and drug and alcohol abuse programs.

As a result of the Task Force's recommendations, a psychiatric unit is being established at the Federal Correctional Institution at Lexington, Ky., where women presenting psychiatric problems can be treated. This unit provides services for 30 offenders. Additional health education programs for both women and men are being established with the assistance of the U.S. Public Health Service.

(continued on next page)

Female Inmates Not Ignored

(continued from page 2)

We recognize the importance of offenders obtaining employment and becoming economically independent upon release, and are now evaluating inmate preferences for various education and training programs. The growth of equal opportunities for women in jobs in the community is having its impact on women in prison. In the past, training programs have been confined to traditionally female occupational areas such as domestic work, health service occupations, keypunching, and related clerical occupations. In addition to programs in these areas, the Federal Correctional Institution at Alderson, W. Va., currently offers six accredited apprenticeship programs in such nontraditional vocations as auto mechanics, electricians, painters, plumbers, powerhouse operators, and steamfitters. In addition, the FCI at Pleasanton, Calif., offers a course in stationary engineering, and a number of women are enrolled in a graphic drafting program at Lexington.

In regard to drug and alcohol program needs, the Task Force found that over 50 percent of the women had a history of drug use and 13 percent indicated they had been arrested for drunkenness, drunk driving, or other offenses resulting from the abuse of alcohol. Substance abuse units exist in all four federal institutions for women and counseling and therapy are provided.

Because the average female offender has two dependent children for whom she must be responsible upon release, visitation programs to strengthen family ties are of particular importance. Two programs unique in the Federal Prison System are the Emergency Shelter Program and the Children's Center Program at Pleasanton.

The Emergency Shelter Program provides specialized services to women who are pregnant when committed to custody. Eligible women are transferred to the shelter during their seventh month of pregnancy and, following birth, remain at the shelter with their newborn child for up to four months. This program enables expectant mothers to prepare for their child's delivery, and develop child placement plans, if needed.

The Children's Center Program is sponsored by the National Council on Crime and Delinquency. It involves a certified early childhood development teacher directing inmate trainees in working with mothers and children during weekend visiting hours in a playschool setting. The trainees earn college credits for their practical experience and related course work. Project staff also coordinate supportive services for the mother, child, and foster parent-guardian with assistance from institution staff.

In an attempt to be more sensitive to the needs of female offenders, we recently established an office in Washington to monitor programs for the female offender. This new office will insure that the needs of women inmates are considered in the formulation of inmate management policy.

Finally, stimulated by the Task Force, a two-day workshop on the female offender was held in October 1978. It was sponsored by the Bureau of Prisons in conjunction with the National Institute of Corrections. At the workshop, 25 correctional practitioners, active in programs for female offenders, defined critical issues for women inmates and developed plans to serve as guidelines for action.

While we recognize that many problems remain, we believe that federal institutions are making progress in serving the needs of female offenders. We will continue to seek the assistance of volunteer groups and others to improve services to the female offender. With this assistance and our own internal efforts, we believe that we can help to better these inmates' chances of leading more productive, crime-free lives after release. ■

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Court Rules Jail Conditions Limit Escape Defense

The U.S. Supreme Court has ruled in a 6-2 decision that escapees can use jail conditions as a defense for jailbreaks only if there is evidence of a "bona fide effort to surrender or return to custody" promptly.

The decision reversed a U.S. Appeals Court ruling that prison escapees who seek to avoid beatings or homosexual attacks do not automatically demonstrate an intent to violate the federal escape law.

"... We hold that the prosecution fulfills its burden ... if it demonstrates that an escapee knew his actions would result in his leaving physical confinement without permission," the opinion written by Associate Justice William Rehnquist concluded. ■

ATF Asks For Help Defining Firearms Dealers

What do you think constitutes dealing in firearms?

If you have an opinion, the Bureau of Alcohol, Tobacco and Firearms (ATF) would like to know.

Under the 1968 Gun Control Act, ATF is charged with issuing firearms dealer licenses and enforcing the firearms laws. But there have been complaints that arrests for dealing in firearms and ammunition without a license have not been consistent.

The Bureau is now gathering information from the public and industry on how the phrase "engaged in the business" should be defined.

Comments should be addressed: Chief, Regulations and Procedures Division, Bureau of Alcohol, Tobacco and Firearms, P.O. Box 385, Washington, D.C. 20044. ■

Prisoner Transportation Index Service Saves Time, Money

A prisoner transportation service which could save the nation's law enforcement agencies an estimated $1.6 million annually will be continued permanently by the National Sheriffs' Association following a successful pilot operation financed by LEAA.

The sheriffs' association will continue to run CAPTIS—Computer-Assisted Prisoner Transportation Index Service—which helps transport prisoners from state to state when the two-year LEAA grant period ends.

"I'm delighted that this program will continue," said Acting LEAA Administrator Homer F. Broome, Jr. "It's a perfect example of the spirit and intent of the LEAA efforts. We furnished developmental money for this innovative project and helped test it. Now when the federal money runs out, private funding takes over."

The LEAA investment amounted to about $532,000 over the past several years.

Information File

Ferris E. Lucas, executive director of the sheriffs' association, notified LEAA that the association will continue "this important and valuable project."

Basically, CAPTIS is an information file stored in a computer at the sheriffs' association headquarters.

The computer is linked to 16,000 terminals at criminal justice agencies throughout the country by the National Law Enforcement Telecommunications System, Inc., which also has received LEAA support.

A law enforcement agency can check CAPTIS for current CAPTIS bulletins on prisoners—where they are, where they are going, and the risk involved in transporting them.

For example, a Western sheriff with two prisoners to pick up in Florida checks CAPTIS which shows there are two cities along the flight route holding fugitives from Florida. Rather than flying eastward empty-handed, the Western sheriff picks up the eastbound prisoners en route and delivers them. He picks up his own charges and returns them to his jurisdiction.

Since CAPTIS began operating in mid-1978, the system has been used by 100 law enforcement agencies, principally sheriffs' departments, but also state correctional agencies and probation and parole offices. During a 12-month test period there were 40 cooperative prisoner exchanges involving 30 states that saved a total of $17,466, including deputies' salaries and transportation, plus 83 workdays.

Mr. Broome noted that with wide participation, CAPTIS could be effective in about 10 percent of prisoner transportation.

50,000 Transported

In 1976—the latest year for which figures are available—50,000 prisoners were transported interstate by criminal justice agencies at a cost of $25 million. Some 150,000 workdays were logged by escort officers. Cooperative transports could save $1.6 million and a substantial number of workdays by escort officers, the sheriffs' association estimates.

Lieutenant Michael Moore, of the Los Angeles County Sheriff's Department fugitive warrant detail, always checks CAPTIS before arranging prisoner transfers.

When prisoners are moved in a departmental airplane, a cooperative arrangement can help to cut the flight costs. "You base the costs on engine time," explains Lieutenant Moore. "We figure $30 per hour for the plane plus fuel."

Airfare Reimbursed

Many cooperative transports involve reimbursement of airfares. Others arrange transports on an exchange of services basis—"your turn next time."

Mr. Lucas said the sheriffs' association is trying to get wider participation and will soon distribute informational materials to state attorneys general as well as to nonparticipating law enforcement agencies.

He said the system is not limited to local or state law enforcement. "Anyone with responsibility for custodial transportation of people—from prisoners to the mentally ill—could benefit," he said.

Informational materials about CAPTIS are available by writing the National Sheriffs' Association, Suite 320, 1250 Connecticut Avenue, Washington, D.C. 20036. The telephone number is 202-872-0422. ■

The pilot for the Pinellas County, Fla., sheriff's department prepares to board his plane to pick up a prisoner on another CAPTIS run. Pinellas County has probably chalked up more cooperative transports than any other agency.

Study Reports

Juvenile Crimes Plague Urban Transit System

A "significant number" of crimes in the nation's urban mass transit systems are committed by juveniles, and specific strategies geared to this age group might increase rider safety, according to a study financed by the National Institute of Justice (NIJ).

Henry S. Dogin, acting director, National Institute of Justice, said the study was particularly important because it points out avenues to improve transit safety.

"As gasoline prices continue to increase, more and more people will be turning to mass transit," Mr. Dogin said. "It is essential that the nation's transit systems offer their riders the maximum security that our technology and research can provide."

Recommendations

According to the study—"Policing Urban Mass Transit Systems"—the most successful program, high visibility of large numbers of security personnel, is not economically feasible. Alternative recommendations include:

—Improve mechanical and electronic security-related equipment, including closed circuit television surveillance and integrating use of this equipment with transit police operational requirements. Also improve multiple-channel radio communications in subways so they mesh with city police, transit police, and fire and rescue units.

—Measure passenger perception of crime. The study said many people don't ride mass transit in some cities either because of high crime rates or their perception that it is dangerous to do so.

—Evaluate specific security strategies so decision-makers and planners can adequately consider the long-term allocation of scarce resources and the short-term selection of tactical responses to change in criminal patterns.

Danger On Subway

The study said the danger of being victimized is higher on subway or elevated train lines than on buses or street cars. Robbery of transit drivers was virtually eliminated in many cities by use of lock boxes and a "no change" policy.

Addressing itself to the juvenile problem, the report said: "Profiles of mass transit criminals indicate that a significant number of offenders are juveniles. Transit police in . . . Baltimore, Los Angeles, Philadelphia, and San Francisco state that juveniles are a major, if not the primary, source of transit-related criminal incidents.

"This suggests a need to develop and evaluate projects directed toward controlling juvenile crime on transit systems. (One) possible project could involve the creation of a juvenile unit staffed with civilian specialists including counselors and youth workers.

"Still another . . . could be based on the concept of restitution and on close cooperation between the courts and transit police. Juveniles convicted of transit-related crimes would be referred by the court to the juvenile unit. In turn, the juvenile unit would supervise offenders, providing counseling and overseeing work oriented toward cleaning up the transit environment, and removing graffiti and other signs of vandalism."

The eight-month study was done by the Mitre Corporation of McLean, Virginia, under a $97,864 grant from NIJ.

The urban mass transit study was based on a review of existing literature, a series of 12 site visits, and interviews with transit police officials.

12 Sites Studied

The systems visited were: Chicago Transit Authority (CTA); Massachusetts Bay Transportation Authority (MBTA); New York City Transit Authority (NYCTA); Port Authority Trans-Hudson Corporation (PATH); Port Authority Transit Corporation of Pennsylvania and New Jersey (PATCO); San Francisco Bay Area Rapid Transit District (BART); Southeastern Pennsylvania Transportation Authority (SEPTA); Washington Metropolitan Area Transit Authority (WMATA); Mass Transit Administration of Maryland (MTA) (Baltimore); Metropolitan Atlanta Rapid Transit Authority (MARTA); San Francisco Municipal Railway (MUNI); and Southern California Rapid Transit District (SCRTD).

Copies of the study are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is 027-000-00858-5. The price is $3.50 per copy, prepaid. ■

Riders on the Washington, D.C., subway. The study said many people don't ride mass transit because they believe it is dangerous to do so.

Schwartz Heads Juvenile Justice Office

Ira M. Schwartz was sworn in as associate administrator of LEAA's Office of Juvenile Justice and Delinquency Prevention on January 23.

Attorney General Benjamin R. Civiletti administered the oath of office while Mr. Schwartz' son, David, held the Bible. Mr. Schwartz' wife, Elaine, daughter, Amy, and mother-in-law, Mrs. Gert Lapides, also attended the ceremony at the Department of Justice.

Mr. Civiletti, in introducing Mr. Schwartz, emphasized the importance of the challenges posed by the juvenile delinquency problem and noted that juvenile justice and delinquency prevention was the only new program money in the federal budget earmarked for youth programs.

Mr. Civiletti paid special tribute to David West, who was acting associate administrator of OJJDP since March 1979, praising him for a job well-done during a difficult period in the agency's history.

Before joining LEAA, Mr. Schwartz, 36, served as executive director of the Washington State Council on Crime and Delinquency, a position he held since 1977.

From 1973 to 1977 he was executive director of the John Howard Association. Prior to that, Mr. Schwartz was for one year director of purchase services for the Hennepin County, Minnesota, Welfare Department. He also was director of community services for the Hennepin County Department of Court Services from 1969 to 1972.

During that same period, he was an instructor in the law enforcement program at North Hennepin State Junior College (1969 to 1973).

Mr. Schwartz received a B.S. degree from the University of Minnesota in 1966 and an M.S.W. from the University of Washington in 1968. ■

OFFICE OF JUSTICE ASSISTANCE, RESEARCH, AND STATISTICS
(In Thousands of Dollars)

Budget Activity	1980 Actual Budget	1981 President's Budget
Juvenile justice formula grants	$ 63,750	$ 63,750
Criminal justice formula grants (Part D)	239,234	297,000
National priority grants program (Part E)	28,904	37,125
General criminal justice grants program (Part F)	29,905	37,125
Training:		
Educational development	500	500
Prosecutor training	250	250
General criminal justice training	1,778	2,013
Subtotal, Training	2,528	2,763
Crime prevention programs	10,000	15,000
Juvenile justice programs:		
Special emphasis	21,250	21,250
Juvenile justice institute	11,000	11,000
Technical assistance	3,000	3,000
Concentration of Federal efforts	1,000	1,000
Subtotal, Juvenile justice programs	36,250	36,250
Public safety officers' benefits program	10,000	12,500
Executive direction and control, OJARS	10,285	2,464
Administrative services, OJARS	10,839	9,092
Executive direction and control, LEAA	...	8,289
Subtotal, LEAA	442,695	521,358
Research, evaluation and demonstration programs	25,000	25,000
Justice statistical programs	15,000	20,477
Executive direction and control, NIJ	3,768	2,774
Executive direction and control, BJS	...	1,273
Subtotal, BJS	43,768	49,524
Total	486,463	570,882

Crime Prevention Dog Needs A Name

The crime prevention dog needs a name!

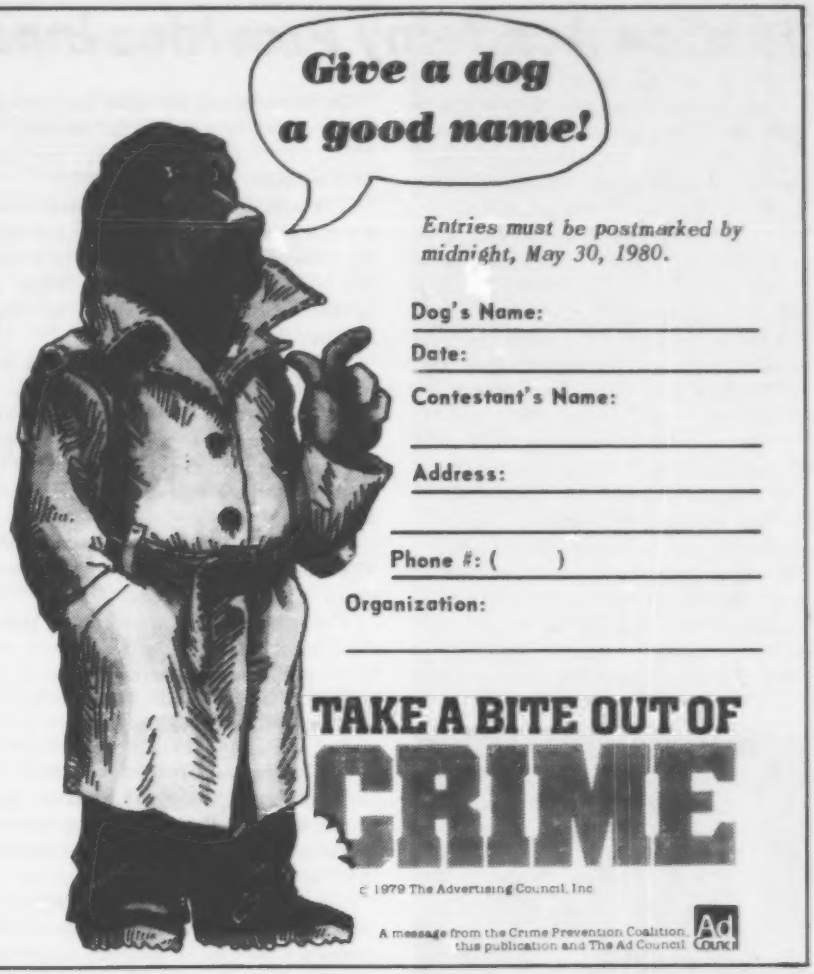
He's been seen in newspapers and magazines and he's been on radio and television offering tips on crime prevention for several months. In fact, if you turn to page 17 of this issue of the *News* the crime prevention dog will will tell you what he's all about.

The time has come, however, to name him and the Crime Prevention Coalition has launched a name-the-dog contest. Anyone may enter, and the winner will be honored at a meeting of the Crime Prevention Coalition in Washington, D.C. in June. All expenses will be paid.

Send your contest entry (use entry blank at right or a postcard) postmarked no later than midnight, May 30, 1980 to: Secretariat, National Council on Crime and Delinquency, 20 Banta Place, Hackensack, N.J. 07601.

All entries will be forwarded to Dancer Fitzgerald Sample, Inc., the designer of the dog, and screened for creativity and advertising perspective. The top five entries will be forwarded for a final selection by a panel of judges.

Further details of the contest are available from the NCCD at the above address, or by calling (201) 489-9550.


Give a dog a good name!
Entries must be postmarked by midnight, May 30, 1980.
Dog's Name:
Date:
Contestant's Name:
Address:
Phone #: ( )
Organization:
TAKE A BITE OUT OF CRIME
© 1979 The Advertising Council, Inc.
A message from the Crime Prevention Coalition, this publication and The Ad Council.
Ad Council

RECENT GRANTS

BJS

- $687,698 to the **National Council on Crime and Delinquency** to collect and publish parole statistics of the 50 states, the District of Columbia, Guam, Puerto Rico, and American Samoa.

LEAA

- $114,512 to **Snohomish County, Washington**, to establish a Treatment Alternatives to Street Crime (TASC) Program.

- $332,550 to the **Greater Boston Legal Services Corporation**, Boston, Massachusetts, to improve the juvenile justice system in the state through case-by-case and systemwide youth advocacy.

- $122,666 to **Delaware** to support efforts to reduce and prevent family violence.

- $771,312 to the **National Center for State Courts** to continue providing research, technical assistance, experimentation, information, and publication services to the 50 state courts and territorial courts.

- $41,515 to the **Richmond United Neighborhoods Sponsoring Committee**, Richmond, Virginia, to establish a community crime prevention project.

- $244,500 to **Alaska** to establish a statewide program to combat family violence.

- $249,504 to **Maryland** to establish a Treatment and Rehabilitation for Addicted Prisoners (TRAP) program.

- $539,562 to **Atlanta, Georgia**, to support the city's community service officer program.

- $500,000 to the **Massachusetts Department of Public Safety** for a state police anti-drug trafficking and organized crime project in New England.

NIJ

- $631,715 to the **International Association of Chiefs of Police** to continue operation of its Equipment Technology Center.

- $409,055 to **Atlanta University** to study the social factors that relate to crime in black communities.

- $150,388 to the **Forensic Sciences Foundation** to conduct a two-year study of the use of physical evidence in police investigations.

Justice Academy Provides Innovative Training

Operating from a remote, rural township with a population of 650, the North Carolina Justice Academy has graduated 31,317 law enforcement personnel from all parts of the state.

Perry Powell, academy director since it opened in 1974, said it is the largest institution of its kind in the nation, and one of the best.

Students, all current law enforcement officers, have completed some 100 different courses including arson investigation, child abuse and neglect, criminal justice photography, crisis counseling intervention, evidence handling, fingerprinting, jail management, and vice operations.

The academy opened with an $800,000 grant from the Law Enforcement Assistance Administration administered through the state's Department of Crime Control and Public Safety. In all, the academy has received $5,567,000 in LEAA monies.

Student searches rubble for clues during arson investigation training.

In recent years, the state has been assuming a larger financial burden. In 1979, for instance, the state provided $1.3 million, LEAA $263,000.

The academy is in Salemburg, about 30 miles east of Fayetteville. Last year, the school graduated 5,290 in-service law enforcement personnel, while 82 agencies used its facilities to train another 2,542 people.

"We provide advanced training and technology for existing law enforcement personnel," Mr. Powell said. "There also is a community college system that provides basic training for about 1,500 law enforcement personnel each year."

There are 28 full-time instructors at Salemburg. The average training program is about one week.

The only cost for a local police department is travel to Salemburg and $1.65 per meal. "There is no cost for lodging, no tuition, no fees, no nothing," Mr. Powell said.

Innovative Courses Offered

Among the more innovative programs are one offering training in arson investigation and another providing questioning techniques.

"We require that the participating city give us five houses and two automobiles that can be torched as part of the training session," Mr. Powell said. "We also ask for a clear channel on a mobile radio unit and walkie-talkies so we can simulate a real arson case."

To graduate, trainees work in teams of four or five and must solve a case in 48 hours. A "tip" will come over the phone from a person pretendng to be an "informer." The informer will say that "such and such a building" will be torched for insurance money. The trainees then will set up surveillance, sometimes working around-the-clock.

"There is no such thing here as an eight-hour classroom procedure," Mr. Powell said.

After the building has been set afire, the trainees collect evidence, make laboratory reports and prepare a case for trial.

Interviews Taped, Critiqued

Mr. Powell said "Interviews and Interrogation" utilizes about a dozen high school students studying drama. They are brought to the academy, a case is explained to them, and they act the suspect's role while the trainees interrogate them. Interviews are videotaped and played back for critiques from fellow classmates and instructors.

"We try to provide creative and technologically updated training," Mr. Powell said. "We are convinced we are well on the way to placing North Carolina in the forefront of law enforcement."

Larry Giddings, project monitor, said the North Carolina program is one of the best he has seen for training law enforcement personnel.

"The training always tries to simulate a realistic situation so that when an officer runs into those particular circumstances, he has the necessary background to react accordingly and make the proper decisions."

Additional information on the academy is available from Mr. Powell at 919-525-4151.

Student tests durability of door locks in crime prevention class.

Illegal Toxic Waste Disposals Probed

New Jersey has launched what state officials say is the first program in the nation formalizing, through state law, rules and regulations coordinating environmental concerns and prosecutorial functions to stop illegal dumping of toxic waste.

And Edwin H. Stier, who heads the law enforcement aspect of the program, would like it expanded along the Eastern Seaboard from Maine to Maryland.

"This is a huge problem that confronts all of us," said Mr. Stier, director of the New Jersey Division of Criminal Justice, which administers the Toxic Waste Investigation/Prosecution Unit (TWIP).

"Toxic waste is produced in other states and dumped in New Jersey and, conversely toxic waste produced in New Jersey is dumped in other states," he said.

Mr. Stier recently met with the attorneys general of the New England states, New York, Delaware, Pennsylvania and Maryland to discuss how they together could track the interstate shipment and disposal of toxic waste. No conclusions were reached and other meetings are planned.

TWIP began in 1978 as part of a white-collar crime grant from the Law Enforcement Assistance Administration (LEAA). It recently received $199,995 from LEAA to continue its efforts. The Environmental Protection Agency also gave TWIP $500,000.

The unit directs the investigation and prosecution of schemes to illegally dispose of toxic waste in New Jersey and helps manufacturers improve waste disposal methods.

Most Disposals Legal

New Jersey has about 15,000 firms producing more than 1.2 billion gallons of liquid chemical waste and 350,000 tons of semi-solid chemical sludges, Mr. Stier said. About 90 percent is disposed of legally and without hazard to human health or the environment.

But illegal dumping is rising because of the escalating cost of proper disposal, fewer facilities to handle the waste, and a 1981 deadline calling for the end of ocean disposal, Mr. Stier declared.

Among illegal disposals TWIP has uncovered were the dumping on a dirt road of a truckload of transformer oil containing a known carcinogen; the illegal deposit of chemicals—some carcinogenic—into drainage ditches that led into storm sewers in Newark and into Newark Bay; and the pouring of cyanide into a ditch 30 feet from an acid tank farm. Contact between the cyanide and acid would have released into the air deadly cyanide gas.

In its first year, TWIP reviewed 55 complaints and investigated 33. Some have already resulted in grand jury indictments and convictions.

Based on the experience from TWIP, Mr. Stier said, "It became obvious that there was a need to formulate statutes and administrative regulations regarding various aspects of the chemical waste disposal industry."

New Legislation

To put together such a comprehensive program, discussions were conducted between TWIP, the New Jersey Department of Environmental Protection, the governor's office, and the New Jersey Division of Criminal Justice to formulate new legislation incorporating the mutual interests of all.

To date, there have been legislative and/or administrative actions concerning the transportation of chemical waste, disposal of radioactive waste materials, clean-up costs for chemical spills, and discussion of a comprehensive scheme for hazardous waste management and control.

"Prior to TWIP, there was virtually no information available to any centralized law enforcement agency capable of conducting the needed surveillance activities to investigate this crime," Mr. Stier said.

"It would be foolhardy to say that a program like TWIP can put an end to the illegal dumping of toxic waste and hazardous material.

"But it does give us a coordinated, formal approach to detect and investigate illicit dumping, and arrest and prosecute so-called 'midnight dumpers,' and that is something that we have lacked in the past."

Additional information is available from Mr. Stier, New Jersey Department of Law and Public Safety, Princeton, 609-452-9500.

PSOB Awards Made

The survivors of 248 public safety officers and firefighters killed in the line of duty received $12.4 million in federal benefits during 1979.

The awards were made under the Public Safety Officers' Benefits Act, which LEAA administers.

The Justice System Improvement Act of 1979 continues the Public Safety Officers' Benefits (PSOB) program as originally designed.

Under the act, the PSOB Division pays a $50,000 death benefit to eligible survivors of a public safety officer who died "as the direct and proximate result" of personal injury sustained in the line of duty.

For further information write the PSOB Division at 633 Indiana Avenue, N.W., Washington, D.C. 20531, or phone 202-724-7620. PSOB posters and pamphlets (in English and Spanish) are available on request.

NIJ Requests Organized Crime Research Proposals

The National Institute of Justice has announced a competitive long-term research program on organized crime in the United States.

A grant or cooperative agreement for a two-year research project is planned, with funding support not to exceed $600,000. Both profit-making and nonprofit organizations are eligible.

All proposals must be postmarked no later than April 4, 1980. Copies of the solicitation and additional information may be obtained by sending a mailing label to: Organized Crime Program, National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850.

RESEARCH BRIEFS

Focus

Linking Unemployment and Crime: A Case-by-Case Study

Crime rates and unemployment rates often rise and fall in tandem. Because the two appear related, it is tempting to assume that they also interact—that unemployment leads to crime or that gainful employment averts crime. This assumption may be only partly true, as recent research by the Vera Institute is beginning to show.

Under a National Institute of Justice Research Agreements Program, the Vera Institute in New York City is studying the links between unemployment and crime. Now at the midpoint of a five-year effort, Vera has completed several pilot studies and developed a design for further research as a prelude to a broader effort duirng the final years of the project.

A key aim of the Vera project is to look deeper into the relationship between unemployment and crime, beyond the parallel increases and declines, to see how the rates translate into the day-to-day lives and decisions of "high risk" groups, or those prone to committing crime. In doing so, Vera has discovered that unemployment and crime are not always linked in a simple cause-and-effect relationship in which the jobless are drawn into crime because they lack a legitimate alternative. There are other reasons as well, Vera reports, and the composite picture reflects the complexity of human behavior—a mix of motives which cannot be captured in large-scale patterns of crime and unemployment.

Rikers Island Inmates

In one pilot study, Vera surveyed more than 60 inmates at Rikers Island shortly before and at least once after their release. From the surveys and from lengthy discussion with the respondents, Vera learned a good deal about why they chose to work, or commit crimes, or both.

For many, crime and employment were largely separate, mutually exclusive activities—they worked *or* stole to support themselves but not both at the same time. As one respondent explained, "If you're working and you see something you want, you wonder how you're going to save enough to buy it. If you're not working and you see something you want, you wonder how you're going to take it." Breaking down this point of view further, Vera found:

- Family ties were often the compelling reason for sticking to a job. Severing those ties—losing a girlfriend or wife for instance—often spurred a return to criminal activities.
- A few respondents reported committing crimes because they had lost their jobs or were unable to find work. These few matched the common assumption that unemployment leads to crime—roughly 5 percent of the sample.
- Some augmented employment with a small degree of criminal activity. One respondent who had worked in the Wall Street area picked pockets during his lunch hour. Another was arrested for purse snatching while employed. This group committed few crimes while they held jobs but accelerated their pace during unemployed periods.

For a number of the respondents, work and crime went hand-in-hand, Vera reported. "For some, work had become a way of expanding or enhancing criminal activities. For others, crime and work simply did not interfere with each other." Examining this group, the researchers found:

- Some used work as a cover—a bogus bike shop was a front for running a numbers scheme for one respondent.
- Others used work to gain capital for illegal ends. Several said they worked to pay for drugs.

Family ties are often the compelling reason for sticking to a job.

• By contrast, a few committed crimes to pay for legal ventures. One respondent reported committing petty crimes to finance a licensed T-shirt peddling business.

• For others, a job widened the network for illegal ventures—using work connections to expand marijuana and numbers sales, for example.

Another group had given up on work entirely, devoting themselves strictly to crime and the real—or imagined—benefits. Several in this group depicted their idea of crime in elaborate or fantastic terms and spoke admiringly of the hustler or con-man—for them the glittering image of money and power. Many regarded work as humdrum and not well-respected, imagining themselves playing grander roles in crime. For these respondents, reality did not match imagination, Vera reported. They dreamed up fanciful—if not far-fetched—criminal schemes, even when their actual criminal activities were routine.

A Typical Profile

The Rikers sample was typical of the prison and jail populations in the United States, Vera said. They were young—79 percent were 30 or under—native to the area, single, and largely from minority groups. Over half reported holding a job for more than a year, but at least one-half who had been employed that long had not worked in the year before their arrest. Almost all of their jobs were low-level and low-paying.

Most of the Rikers group had been heavily involved with the criminal justice system. One-half of those who had been arrested before had been arrested eight times. One-half of the sample also had been incarcerated twice, and a third of this group had been imprisoned five times or more.

Younger Offenders

In an earlier pilot survey, Vera interviewed a smaller group of offenders, younger than the Rikers sample with a shorter work history and less involvement with the criminal justice system. For this group, economic incentives were key. Typically, the youth weighed the relative benefits of crime versus employment. One respondent who was working at a carwash summed it up by saying: "If the job pays good, I'll go to the job. If the street is good, I'll go to the street."

Matching the younger offenders to the Rikers sample, Vera has constructed a model of the various phases through which offenders may pass. Early on, crime offers more visible and more desirable sources of income for some "high risk" youth. Somewhat later, they alternate between crime and employment, working when the risks of getting caught seem too great, or doing crime when frustrated with a low-paying job. Still later, some may "mature out" of crime as they form family ties that compel conformity to a "straight life."

Tougher Questions

Most of the offenders in the Rikers' sample reported that they alternated between crime and employment. However, some preferred crime exclusively and others worked and committed crime simultaneously. For these two groups then, the viewpoint that the jobless are drawn into crime because they cannot find work does not appear to be true. The assumption fits better for those who either work or commit crime, but with a small sample it is difficult to draw conclusions. Then, too, there is a lingering question about the reason for shifting between employment and crime. That is: Does unemployment lead to crime, or in a more willful vein, do individuals drop out of the labor market because the benefits of crime are more attractive?

Untangling the motives in the work/crime sequence awaits further work. In the next few years, Vera will interview defendants as well as employers of "high risk" populations, develop socio-economic profiles of New York neighborhoods, and then match this data with the causal ties between work and crime.

Vera's report *Linkages Between Employment and Crime: A Qualitative Study of Rikers Releasees* will be available from the Government Printing Office this summer.

...in Progress

Police research from an international perspective

An international panel on policing will help guide a major new comparative study of the detective function in several countries.

Under Institute auspices, the United States is participating in a joint research venture with Australia, Canada, Holland, Sweden, and the United Kingdom. From it will come a comparative analysis of police investigations, viewed from an international perspective.

David J. Farmer, director of the Institute's Police Division, formulated the idea for the project several years ago. He explained recently why the study is a step forward. "Much police research and literature tends to be parochial, focusing solely on experiences in this country. Cross-national studies offer the advantage of identifying police activities that have evolved culturally and arbitrarily, thus suggesting opportunities for improvement. Countries can learn from one another, despite cultural variations."

David J. Farmer

Each country conducts its own project, but in parallel with the others, with the Police Foundation coordinating phases of the research and synthesizing the findings. In the

other countries, the projects are sponsored by the Department of Justice in Holland, the Home Office in Great Britain, the Solicitor General's Office in Canada, the National Police Board in Sweden, and the Institute of Criminology and the Victoria Police Commissioner's Office in Australia. For its contribution to the project, the Institute has awarded a grant to the Police Executives' Research Forum (PERF).

Launching the Project

Two years ago, the Institute unfolded a plan for comparative research on policing, awarding a grant to Patrick V. Murphy and George Kelling of the Police Foundation to lay the groundwork. Key officials in other countries were contacted, plans were shaped, and by last year the large-scale research effort was under way. In October of last year, representatives of the six countries met in Washington, D.C.—their expenses paid by the sponsoring governments. There they formed the International Panel on Police Research—"an informal association"—the panel said, "for sharing information, developing and sharing research designs and scientific instruments, and when possible, collaborating on research in areas of common interest."

At the meeting, members identified key areas of police investigation warranting research. For example, Australia, England, Holland, and Sweden were especially interested in studying the management and organization of criminal investigations, and the United States and Australia gave top priority to developing a better understanding of investigative information and the detective process. The latter topics are part of the research now being conducted by PERF.

U.S. Project

Institute-sponsored research has shed some light on the formerly cloudy area of the activities of detectives. But more knowledge is needed.

New international analysis will examine how investigative information is used.

A critical question concerns the optimal use of a detective's highly specialized skills. For example, could a patrol officer handle some cases just as effectively as an investigator? Nor is much known about investigative information—what kinds are collected, who gathers it, and how it is shared among law enforcement officials.

Researchers at PERF will study burglary and robbery investigations, focusing on the contributions of the patrol officer and the crime scene analyst as well as the detective in resolving these crimes.

The researchers will focus on the relationships between the participants' activities and their use of resources and information as these affect the outcome of cases. Data will come from a variety of sources: information logged by the officers, department records, and the accounts of observers.

Pulling Together the Findings

While coordinating the international venture, the Police Foundation also will be compiling background studies relating to the research topic. The Foundation also will synthesize the research findings in a final report.

Although there are a few comparative studies on policing, this research effort has important differences, as Mr. Farmer explains. "Each researcher is looking only at his/her own country, rather than comparing it with a few other nations. This minimizes the chances of misunderstanding subtle variations within countries," he said. When the results are synthesized, they should yield helpful insights. At the very least, Mr. Farmer added, it will stimulate more comparative research and help build a broader literature on policing.

Announcements

DRI research aid now available

A new reference tool for research has been announced by the National Criminal Justice Reference Service (NCJRS). The Document Retrieval Index—or DRI—is a fully indexed catalog of the entire NCJRS collection, which includes nearly 40,000 documents.

Published on microfiche, the DRI includes bibliographic citations, brief descriptive annotations, and information on the availability of various documents. It also indexes the collection by title, by author/editor and project director, and by key

subject terms cross-referenced extensively.

Orders for the index should be mailed to NCJRS - DRI Order, Box 6000, Rockville, Maryland 20850. The price is $65.00.

Names/Notes

1979-1980 Visiting Fellows named

Two political scientists and an economist will study important issues relating to crime control under the Institute's 1979-1980 Visiting Fellowship program.

Under the program, recognized scholars work on projects of their own design, usually at the Institute, for anywhere from 3 to 15 months. The program emphasizes innovative approaches to key issues in crime and criminal justice.

The three scholars recently awarded Visiting Fellowships for 1979-1980 are:

Samuel Krislov, professor and chairman of the political science department and adjunct professor of law at the University of Minnesota. Dr. Krislov will assemble the numerous studies on the adjudication process to derive a new picture of what the courts, as an institution, actually do. Among the studies he will examine are those on case loads and the relationship between the courts and their clients.

Samuel L. Myers, Jr., assistant professor of economics at the University of Texas at Austin. Dr. Myers will study the relationship between employment opportunities and crime to learn more about the circumstances for choosing one or the other. He will conduct three studies: the work experiences of high-risk offenders before their imprisonment as they influence similar experiences afterwards; the effects of unstable employment histories on recidivism among white-collar and violent offenders; and the impact of a criminal record on employment prospects for low-income job seekers.

Thomas J. Pavlak, associate professor of public and international affairs at the University of Pittsburgh. Dr. Pavlak will investigate cases of parole revocation in the light of recent state legislation and court decisions aimed at safeguarding parole procedures. He will study the impact of the safeguards on decisions to revoke parole and the administration of revocation hearings. He also will investigate to what degree revocation seems fair to parolees, parole officers, and other key participants.

Visiting Fellows are selected on the basis of past work and the significance of their project topics. Applicants for the 1981-1982 period must submit concept papers by November 15 of this year.

Findings

Compensating crime victims

Compensating victims of crime is an idea few oppose. In fact, nearly half the states now have programs to help victims recoup their losses. But the costs of funding victim compensation programs remains a major concern among lawmakers, according to a new Institute report *Crime Victim Compensation.*

In an effort to curtail costs, the report notes, states have severely restricted eligibility for victim compensation. Most state programs exclude payment for property loss, for example. And, under current guidelines, only 8 percent of violent crime victims are eligible for benefits.

Average Losses

The infrequency of sizable claims, the report adds, minimizes the likelihood of "runaway" program costs. Estimates of the major expenses incurred by all crime victims shows that medical expenses and income losses each average less than $100. For many victims, such losses may be bearable. For the low-income victim, however, $100 may be a severe burden. And for the badly injured, thousands of dollars in medical expenses—and thousands more in income—may have to be borne. "In such cases of hardship,"

All state victim compensation programs require victim to report the crime to police and cooperate with the investigation.

the report states, "it is difficult to deny the need to assist crime victims."

Crime Victim Compensation, one of the Institute's Program Model series, synthesizes data collected on 19 state programs. The report highlights the pros and cons of various options for setting up a program's policies, structures, and procedures.

A Cost Profile

Most of the programs are funded out of state revenues, supplemented in some states by fines collected from offenders. A few states rely solely on revenue from fines, but this may be a drawback, the report states, since programs have to rely for their expenses on another agency collecting the fines.

A typical measure of efficiency is the percentage of total costs that go into administering a program. The data supplied by the states showed that administrative costs averaged 33 percent during the first four years of the program, dropping dramatically to an average of 14 percent after nine years.

As for benefits paid to victims, the awards made by 18 states were tallied, yielding an average of 18 cents per capita annually, with one-half of the states spending 12 cents or less per capita.

Origins of the Idea

Unlike restitution—an alternative form of punishment dating back before early Roman times—victim compensation doesn't depend on the offender being caught. The idea that the state should assume responsibility for the victim's losses originated about 25 years ago. New Zealand passed the first legislation in the early 1960's, England followed suit the next year, and proponents in this country imported the idea shortly afterwards. Today 23 states have victim compensation programs—their duration ranging from a few to nearly 15 years.

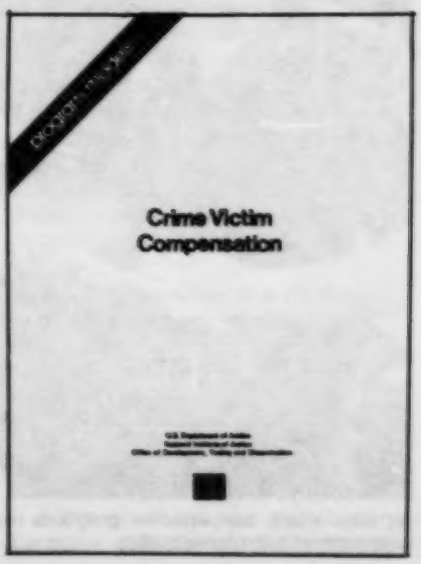
Here is what the report states about the experiences of the existing victim compensation programs:

Coverage, eligibility criteria and benefits are all policy matters that determine the scope of any new program and are frequently spelled out in state legislation.

Coverage. All states pay expenses stemming from injury or death, including unreimbursable medical expenses and wage losses. Some pay other expenses such as occupational training if victims cannot return to their former occupations.

Eligibility. Some programs exclude blood relatives of the offender to protect against possible fraud. Most programs screen out small claims. And all require the victim to report the crime to the police and cooperate with the investigation.

Benefits. The maximum paid to a victim ranges from a high of $50,000 in two states to a low of $10,000 in over 10 states—the latter ceiling probably too low to compensate the few victims of very serious injuries, the report notes. Most states will give victims an emergency payment, before processing their claim, if medical expenses have exhausted their resources. And some states pay attorneys' fees.



Other issues governing policy are:

Alternative Structures and Procedures

A crucial decision in launching a new program is its location. Some existing programs are not affiliated with any agency, whereas others are part of a workmen's compensation office, an administrative agency for hearing claims against the state, or the judiciary. The report highlights some of the pros and cons of both approaches.

An Independent Program. On the one hand, an independent agency can focus exclusively on compensating victims, rath rather than devoting part time to ther types of claims. In this way, staff time is not splintered among various types of claims, procedures are flexible, and accountability for program expenditures is clearly visible. On the other hand, a newly formed agency often has greater start-up and overhead costs.

An Existing Agency. The advantages and drawbacks of an independent pprogram are reversed for a program affiliated with an existing agency. Less flexibility and divided staff resources are a disadvantage but lower start-up costs and established procedures are a plus. An added advantage for a program affiliated with workmen's compensation is that the office may have several locations, drawing victims from a wider geographical area.

The report highlights other key considerations in setting up a program including staff training, establishing relations with other agencies, and publicizing the program. It also covers the pros and cons of alternative application procedures and various payment schemes—lump sums, extended payments or a combination—for compensating the victim.

Reaching Target Audiences

Policymakers throughout the country will learn of the report's findings through the Institute's workshop series, a forum for transferring new ideas emerging from research to target audiences. Copies of *Crime Victim Compensation* are available from the Government Printing Office.

Researchers review citizen's reactions to crime

People generally know what's going on close to home, researchers say. But when they talk about crime or read or hear about it in the media, it becomes a bigger problem—somewhere else. This is true even of people who live in high-crime areas.

This is one of the findings reported in *Reactions to Crime: A Critical Review of the Literature* recently published by the Institute. Compiled by Northwestern University under the Institute's Research Agreements Program, the literature review pulls together research findings on what citizens think and feel about crime and what they do—individually and in groups—to protect themselves. The review also laid the foundation for Northwestern's five-year research study on reactions to crime. Nearing completion, the project conducted extensive data gathering and surveys in 10 urban neighborhoods across the country.

How do people react to crime? Breaking down this broad question into manageable pieces, various studies have reported the following findings:

- Women and the elderly are less likely to be victims of crime, yet they are more afraid of crime than other groups including men and youth.
- People living in high-crime areas do not fear crime more than those residing in low-crime areas.

Focusing on what people do about crime, the researchers report:

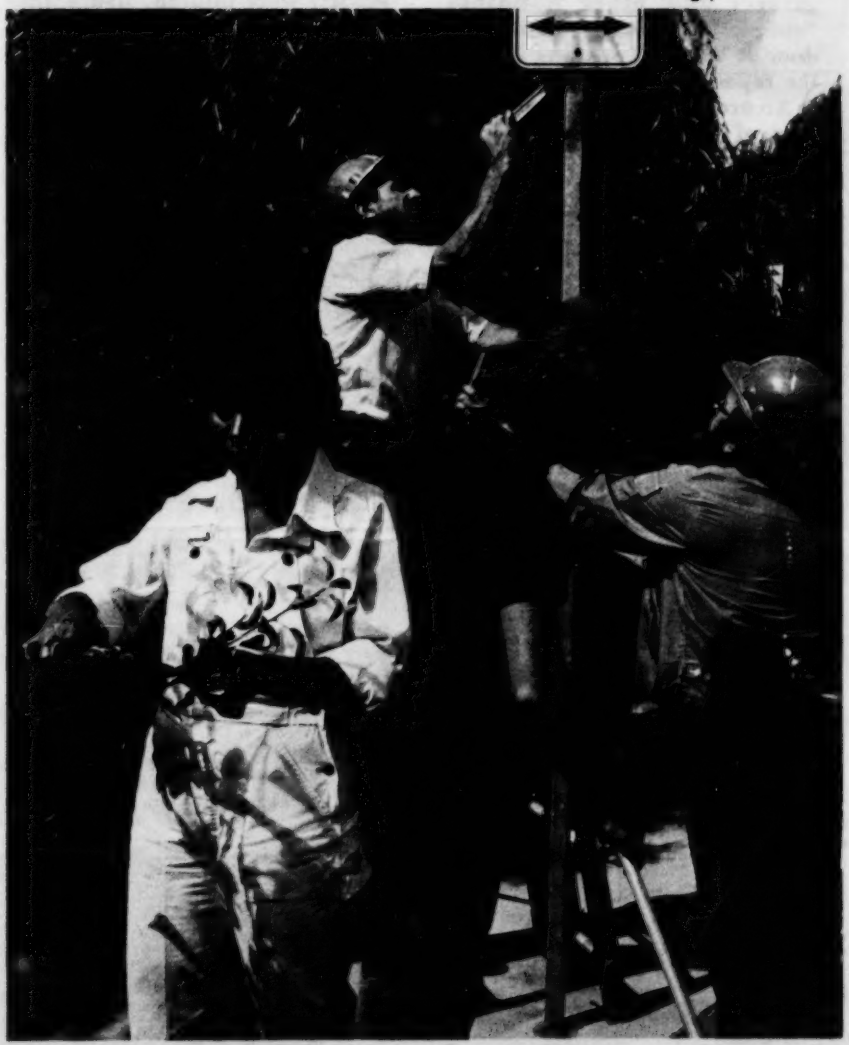
- Many people take steps to protect their homes from crime. Far fewer do anything to protect themselves when they leave home.
- Only about half the victims report crime to the police.

Little is known about people's participation in community groups involved with curbing crime, Northwestern reports. Their research is expected to shed some light on this topic, but for now the findings reported so far show:

- Participants in community groups generally are more afraid of crime than non-participants.
- Although most people are pessimistic about their ability to protect themselves against crime, they firmly believe their neighbors can help out.
- Blacks and females are more likely than youths or white males to join community groups. Participants are more often married, more likely to own their homes and live in a single-family dwelling, and are usually long-time residents of the neighborhood.

Studies show that people are doing simple things to protect their homes, or themselves, against crime—installing burglar alarms or better locks, for instance, and marking their valuables. Overall, they don't perceive crime as a major problem nor, as previously thought, do they alter their behavior drastically: they don't move to another area, or change their mode of transportation chiefly because they are afraid of crime.

These and other findings are highlighted in Northwestern's report: *Reactions to Crime: Executive Summary of a Critical Review of the Literature*, available from the Government Printing Office. (Please specify stock number 027-000-00875-5 when ordering.)



Researchers are exploring citizen involvement in community activities and its relationship to crime prevention efforts.

Locked Doors And Windows Defeat Burglars

Careless citizens who fail to adequately secure their homes against illegal entry pay for it through a large number of preventable household burglaries, according to a BJS report on burglary.

According to the National Crime Survey, Americans lost more than $1 billion from 1973 through 1975 from 9 million household burglaries where no force was needed to gain entry. Losses averaged $400 million a year.

Usually, burglars entered homes, garages and other buildings "simply by opening an unlocked door or window, or using a key," the report said.

According to the report, "The Cost of Negligence: Losses from Preventable Household Burglaries," illegal entries averaged 8,200 a day during 1975.

Lock Doors And Windows

The statistical evidence "tends to substantiate the theory that many burglaries of this type are committed on the spur of the moment by 'nonprofessionals,' " the report noted, adding:

"It is most important to emphasize that effective prevention of unlawful entry may in many cases be as simple as locking doors and windows before leaving home."

Sometimes no-force burglaries escalate into more serious crimes, the report said.

"During a recent three-year period there were more than 100,000 incidents in the United States which began with an unlawful entry but escalated with victim-offender contact into robbery. In about one-third of these incidents, the victim suffered some type of physical injury; and it is not known how many offenders were injured. Hence, the potential for violence and injury always lurks in the background during any crime encounter," the report stated.

On the other hand, the survey found relatively "few devastating economic losses" from illegal entries. About half of the burglaries resulted in losses of less than $50. However, some 15 percent cost the property owner $250 or more, and losses of $1,000 or more occurred in 3 percent of the incidents.

Burglary Rate Down

In 1975 no-force burglaries accounted for 44 percent of the total number of residential burglaries, compared with 34 percent for completed forcible entry and 22 percent for attempted forcible entry.

In 1975 there were 6,743,700 residential burglaries of all types—a rate of 91.7 per 1,000 households. In 1978 there were 6,704,000 household burglaries—a rate of 86 per 1,000 households.

The report was prepared by the U.S. Bureau of the Census for the Bureau of Justice Statistics and was based on the Bureau's continuing nationwide survey of crime victims.

Single copies may be ordered from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850, telephone: 202-862-2900. ■

Justice Expenditures Rise

Expenditures for criminal and civil justice activities throughout the United States increased by 11.7 percent during fiscal 1978 and reached a record $24 billion, the Bureau of Justice Statistics has announced.

Increases in direct expenditures occurred at all levels of government, the bureau said. State government expenditures increased 15.1 percent over fiscal 1977. Federal expenditures were up 11.2 percent and local governments spent 10.2 percent more than during the previous year.

About $13 billion, or more than half of the nation's total justice expenditures, were for police protection. Corrections accounted for $5.5 billion, judicial expenses were $3 billion, prosecution cost $1.5 billion, public defense cost $524 million, and $438 million was spent on other justice activities.

All of the major justice functions included in the bureau's survey showed increases in fiscal 1978 over the previous year. Public defense expenditures increased the most, 29.8 percent. Prosecution and legal services cost 19.9 percent more. Judicial expenditures were up 15.2 percent, corrections 11.8 percent, and police protection 10.5 percent.

Total justice expenditures in the United States increased by more than 129 percent from 1971 through 1978, the bureau said.

In October 1978 there were 1,157,335 justice employees on a full-time equivalent basis, a 2.3 percent increase over October 1977. In the period 1971 through 1978 the increase in employment was 34.3 percent.

Single copies of "Expenditure and Employment Data for the Justice System, Advance Report, 1978" may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

Publications

Restitution—Legal Analysis, a new monograph in the Juvenile Justice Textbook Series written by Roberta Gottesman, published by the National Council of Juvenile and Family Court Judges. Single copies are $3.50; discounts are available for bulk orders. To order write: NCJFCJ, P.O. Box 8978, Reno, Nev. 89705, Attn: Publication Orders.

Police Administration, fourth edition, published by the Traffic Institute, Northwestern University; contains 1,128 referenced entries of police and criminal justice literature. Single copy price is $6.50. To order write: Book Department, Traffic Institute, Northwestern Univ., 555 Clark St., Evanston, Ill. 60204.

Criminal Justice Management, a bimonthly publication dealing with management principles published by Community Justice, Inc. For a free copy and information, write: CJM, Dept. LN, P.O. Box 566 JS, Springfield, Mo. 65802.

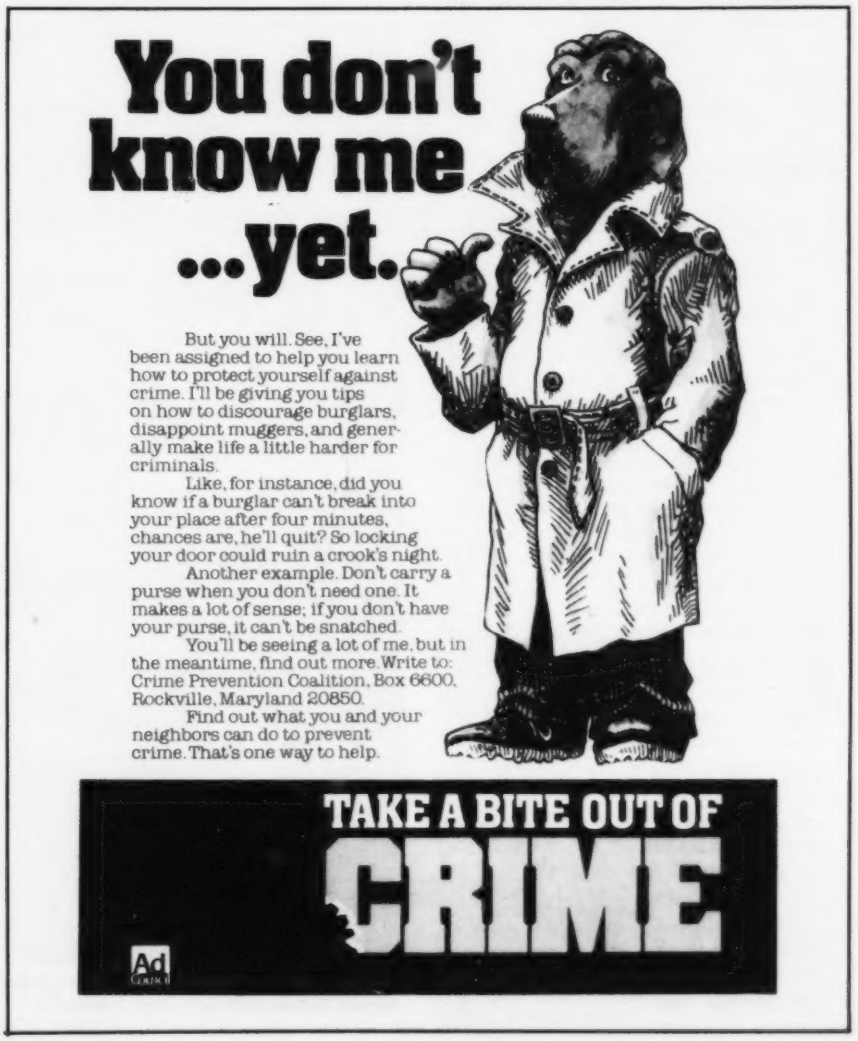
Jury Reform: A Selected Bibliography, compiled by Anthony Cain and Marjorie Kravitz; and **Speedy Trial: A Selected Bibliography and Comparative Analysis of State Speedy Trial Provisions,** both available from the National Criminal Justice Reference Service. To order a free copy write: NCJRS, Dept. F., Box 6000, Rockville, Md. 20850.

Vandalism, a booklet of suggestions to prevent school vandalism published by the Center for Juvenile Delinquency Prevention. Single copies are free. To order write: Public Information Office, Institute of Criminal Justice Studies, Southwest Texas State University, San Marcos, Tex. 78666.

Managing Case Assignments: The Burglary Investigation Decision Model Replication, by John E. Eck, published by the Police Executive Research Forum. Price is $6.00. To order write: Publications Department, PERF, 1909 K Street N.W., Washington, D.C. 20006.

Volume and Delay in State Appellate Courts: Problems and Responses, by Stephen L. Wasby, Thomas B. Marvell, and Alexander B. Aikman; publication number is R0048 and price is $5.00. **Practical Observations of the Small Claims Court,** by Steven Weller and John C. Ruhnka; publication number is R0047 and price is $3.00. Both are available from the Publications Department, National Center for State Courts, 300 Newport Ave., Williamsburg, Va. 23185.

Open Meetings: Exceptions to State Laws, Volume I; Open Meetings: Types of Bodies Covered, Volume II; and Open Meetings: Actions and Meetings Covered, Volume III, a published set of open meetings law by the National Association of Attorneys General. The price of individual volumes is $7.00, $6.00, and $7.00, respectively; the set may be purchased for $18.00. To order write: Committee on the Office of Attorney General, NAAG, 3901 Barrett Drive, Raleigh, N.C. 27609.


You don't know me ...yet.
But you will. See, I've been assigned to help you learn how to protect yourself against crime. I'll be giving you tips on how to discourage burglars, disappoint muggers, and generally make life a little harder for criminals.
Like, for instance, did you know if a burglar can't break into your place after four minutes, chances are, he'll quit? So locking your door could ruin a crook's night.
Another example. Don't carry a purse when you don't need one. It makes a lot of sense; if you don't have your purse, it can't be snatched.
You'll be seeing a lot of me, but in the meantime, find out more. Write to: Crime Prevention Coalition, Box 6600, Rockville, Maryland 20850.
Find out what you and your neighbors can do to prevent crime. That's one way to help.
TAKE A BITE OUT OF CRIME
Ad Council

Illinois Project Reduces Case Dismissals

Defendants who believe they can avoid trial because witnesses fail to appear are being thwarted in Peoria, Illinois.

The reason: Peoria's Witness Information Service operating with a paid staff of three, plus a small group of volunteers, has increased witness appearances and reduced the number of cases dismissed for lack of witnesses.

Started by the LEAA, but now county-financed and operated by the Peoria County State's Attorney's Office, the program is considered by the federal government as a model for communities across the nation.

A study showed that witnesses aided by the program appeared in court 58 percent of the time, compared to a 41 percent appearance rate for those not helped by the program. Further, in a control group that did not take part in the program, 30 percent of the cases were dismissed for lack of witnesses, while 19 percent of the cases were dismissed for that reason when the witnesses received the services of the program.

Initially started to help witnesses in misdemeanor court, the program was expanded so that it now provides notification to witnesses in selected felony cases. It is also used to aid victims eligible for compensation or restitution and help them recover stolen property. Victims and witnesses in juvenile cases were recently incorporated into the program.

In October, LEAA Administrator Henry S. Dogin presented an exemplary project award to program director Beth Johnson.

Peoria, Mr. Dogin said, had all the longstanding problems typical of many communities.

Now, working with the State's Attorney's Office, the service asks witnesses by letter to call if they have questions or need assistance. An enclosed brochure answers frequently asked questions, provides tips on court appearance and behavior and briefly outlines the adjudicatory process. In 1978, the service contacted more than 1,500 witnesses for misdemeanor cases. It currently reaches 67 percent of all misdemeanor witnesses.

Additionally, workers make daily "reminder" phone calls to witnesses, telling them when and where they must go.

A major accomplishment was the negotiation of contracts with private employers in Peoria County that permit witnesses to appear in court with no loss of pay. ■

Actress Sophia Loren, Carter Ally Against Child Abuse

Actress Sophia Loren received the support of President Carter in her bid "to awaken the world's consciousness against (the) sordid and persistent crime (of child abuse)" in January.

Received by the President at the White House, the international actress was accompanied by representatives of the National Alliance for the Prevention of Child Abuse. She heads a fund-raising drive for the Alliance.

President Carter called child abuse a "very serious crime against humanity" and pledged his support to eradicate it.

While supporting many child abuse centers across the nation, LEAA most recently made a grant to Children's Hospital, Washington, D.C., ($188,423) for a child sexual abuse assistance project and continues to support a child sex abuse project in Seattle.

The National Center on Child Abuse estimates the number of sexually-abused children alone at 100,000 per year. ■

Actress Sophia Loren is welcomed to the White House by President Jimmy Carter. At the far left is House Speaker Tip O'Neill.

Calendar

APRIL 1980

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Mar. 23-26: Children in Jails Symposium, Denver, Colo., presented by LEAA's Office of Juvenile Justice and Delinquency Prevention, co-sponsored by the Community Research Forum and the National Coalition for Jail Reform. Contact: CRF, Univ. of Illinois, 505 East Green St., Suite 210, Champaign, Ill. 61820, 217/333-0443.

Mar. 24-25: Accountability for Criminal Justice Services Regional Workshop, New Orleans, La.; **Apr. 10-11:** in Portland, Ore.; **Apr. 14-15:** in Milwaukee, Wis., all sponsored by the National Association of Criminal Justice Planners. Contact: Ms. Polly Abram, NACJP, 1012 14th St., N.W., Suite 403, Washington, D.C. 20005, 202/347-2291.

Mar. 24-Apr. 4, and **Apr. 28-May 9:** On-Scene Accident Investigation Course; **Mar. 31-Apr. 4:** Police Officer Survival Course; **Apr. 7-10:** Forensic Science Techniques Seminar; **Apr. 7-25** and **May 12-30:** Technical Accident Investigation Course; **Apr. 14-25:** Selective Traffic Enforcement at the Operational Level Seminar; and **Apr. 21-25:** Robbery and Burglary Control Workshop, all sponsored by the Traffic Institute, Northwestern University at Evanston, Ill. Contact: TI, Northwestern Univ., 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204.

Mar. 31-Apr. 4: Administration and Management for Small Police Departments Workshop, Toledo, Ohio, sponsored by the Criminal Justice Training and Education Center. Contact: Andrea Cooper, CJTEC, 1622 Spielbusch Ave., Toledo, Ohio 43624, 419/244-3041.

Apr. 1-4: Innovation in Policing Workshop, Athens, Ga., sponsored by the University of Georgia. Contact: Mike Swanson, Continuing Education Programs, Criminal Justice Div., Institute of Government, University of Georgia, Athens, Ga. 30602, 404/542-2994.

Apr. 3-4: Juvenile Justice Seminar, New York City, sponsored by the John Jay College of Criminal Justice. Contact: Ms. Barbara Natow, JJCCJ, 444 West 56th Street, New York, N.Y. 10019, 212/247-1600.

Apr. 7-18: Crime Prevention Technology and Programming Course; **Apr. 8-10:** Crime Data Analysis Workshop; **Apr. 21-25:** Developing and Managing Crime Prevention Programs Course; and **Apr. 29-May 1:** Community Groups and Crime Prevention Workshop, all held and sponsored by the National Crime Prevention Institute, Louisville, Ky. Contact: NCPI, University of Louisville, Shelby Campus, Louisville, Ky. 40222.

Apr. 7-18: Police Supervisor In-service Training Institute, and **Apr. 28-May 23:** Police Executive Development Institute, both held and sponsored by University Park Campus of Pennsylvania State University. Contact: James R. Horner, Director, Police Executive Development Institutes, S159 Human Development Bldg., University Park, Pa. 16802.

Apr. 9-12: Bridge Building Symposium: A National Symposium on Courts, Schools and the Community, Chicago, Ill., sponsored by the National Council of Juvenile and Family Court Judges with cooperation from numerous national organizations. Contact: Bridge Building Symposium, NCJFCJ, P.O. Box 8000, Reno, Nev. 89507.

Apr. 10-11: Working with the Youthful Offender Seminar, Washington, D.C., and **May 1-2:** Fundraising for Community Based Youth Programs Seminar, Boston, Mass., both sponsored by the National Youth Work Alliance. Contact: Seminar Series, NYWA, Room 502, 1346 Connecticut Ave., N.W., Washington, D.C. 20036, 202/785-0764.

Apr. 13-18: Caseflow Management and Juror Utilization Seminar, Philadelphia, Pa.; **Apr. 28-May 1:** Developing Systems and Procedures in Misdemeanor Courts Program, San Diego, Calif.; **May 4-7:** Consolidating Trial Courts Seminar, Santa Fe, N.M.; and **May 4-7:** Juvenile Court Intake Seminar, Santa Fe, N.M., all sponsored by the Institute for Court Management. Contact: ICM, 1624 Market St., Suite 210, Denver, Colo. 80202.

Apr. 14-16: Law Enforcement Data Processing Management Symposium, Nashville, Tenn.; **Apr. 14-18:** The Allocation and Distribution of Police Manpower Seminar, Daytona Beach, Fla.; **Apr. 14-18:** Crowd Behavior, Mass Violence and Emergency Responses Course, New Orleans, La.; **Apr. 21-24:** Legal Implications of Policies, Procedures and Rules Seminar, Washington, D.C.; **Apr. 28-30:** Risk Reduction: Firearms, Armor, Negligence Course, Minneapolis, Minn.; and **May 5-8:** The Civil and Vicarious Liability of the Police Seminar, Denver, Colo., all sponsored by the International Association of Chiefs of Police. Contact: IACP, 11 Firstfield Road, Gaithersburg, Md. 20760, 301/948-0922.

Apr. 14-17: Arson Investigation Seminar, and **Apr. 21-22:** Victim-Witness Seminar, both held in Kansas City, Mo., and sponsored by the Kansas City, Mo., Police Department. Contact: PAT, Seminar Development Unit, 3201 S.W. Trafficway, Kansas City, Mo. 64111, 816/931-5372.

Apr. 14-17: Security Management Seminar, Norfolk, Va., sponsored by the Indiana University Center for Public Safety Training. Contact: IUCPST, Harrison Bldg., Suite 500, 143 West Market St., Indianapolis, Ind. 46204, 317/264-8085.

Apr. 15-19: Trial Techniques Seminar, New Orleans, La.; **Apr. 27-May 1:** Organized Crime Seminar (Part 2), Chicago, Ill.; and **May 11-16:** Prosecutor's Office Administrator Course (Part 2), Houston, Texas, all sponsored by the National College of District Attorneys. Contact: Registrar, NCDA, College of Law, University of Houston, Houston, Texas 77004.

Apr. 20-24: 33rd Annual Convention of the National Burglar and Fire Alarm Association, Nashville, Tenn. Contact: NBFAA, 1101 Connecticut Ave., Washington, D.C. 20036, 202/857-1130.

Apr. 20-25: Forensic Photography Seminar and **May 8-9:** Crime and the Elderly Seminar, held at College Park, Md., and sponsored by the Law Enforcement Institute. Contact: LEI, Univ. of Maryland University College, Conferences and Institutes Division, University Blvd. at Adelphi Rd., College Park, Md. 20742.

Apr. 21-May 2: Evidence Gathering Course, and **May 12-23:** Command Seminar, both held in Miami, Fla., and sponsored by the Institute on Organized Crime. Contact: IOC, 16400 N.W. 32 Avenue, Miami, Fla. 33054, 305/621-0646.

Apr. 27-May 1: First National Conference on Drug, Alcohol Abuse, Incline Village, Nev., sponsored by the National District Attorneys Association. Contact: National Institute Director, NDAA, 666 Lake Shore Drive, Suite 1432, Chicago, Ill. 60611, 312/944-4610.

Apr. 28-May 2: Juvenile Justice Update Seminar, Los Angeles, Calif., and **May 12-16:** Child Abuse Seminar, San Francisco, Calif., both sponsored by the Delinquency Control Institute, University of Southern California. Contact: DCI, Tyler Bldg., 3601 South Flower St., Los Angeles, Calif. 90007, 213/741-2497.

May 6-7: Identi-Kit Course, and **May 12-16:** Arson Investigation Course, St. Petersburg, Fla. Junior College, sponsored by the Florida Institute for Law Enforcement. Contact: FILE, P.O. Box 13489, St. Petersburg, Fla. 33733, 813/546-0011.

May 9-11: Advanced Cross-Examination Workshop, Louisville, Ky., sponsored by the National College for Criminal Defense. Contact: Registrar, NCCD, College of Law, University of Houston, Houston, Texas 77004.

Aug. 1-15: Mediterranean Cruise/Conference on Comparative Law and Justice, sponsored by the Nassau Research Associates, Inc. Registration closes Apr. 30. Contact: NRA, P.O. Box 2925, Huntington Station, N.Y. 11746, 516/549-0869.

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Kenneth E. Joseph has been named FBI executive assistant director in charge of law enforcement services. In his new position as one of the second-highest ranking FBI officials, Mr. Joseph is responsible for all law enforcement cooperative services performed by the Bureau, including its laboratory, identification, and training divisions.

Mr. Joseph is a 28-year veteran of the FBI who began his career as a special agent in Omaha, Nebraska.

David A. Dean has been named executive director of the Texas Criminal Justice Division, Office of the Governor.

Mr. Dean will continue to serve as general counsel to the governor, a position he has held since 1975. Prior to that, Mr. Dean was an administrative assistant to the governor and assistant director of the Texas Office of Comprehensive Health Planning.

Florence K. Murray has been sworn in as Rhode Island's first woman Supreme Court Justice.

Ms. Murray first occupied the bench in 1956 and was elected Superior Court presiding justice in 1978. From 1952 to 1956 she practiced law with her husband under the firm name of Murray & Murray. Before that she practiced law in her own firm.

Manuel Gonzalez has been appointed special agent in charge of the Bureau of Alcohol, Tobacco, and Firearms, Houston District Office. He is the first minority group member to be named to such a high bureau position.

Mr. Gonzalez has served since September 1978 as special assistant to the ATF's Office of the Assistant Secretary for Enforcement and Operations. He joined the bureau in 1967 as a special agent in San Francisco, California.

George F. Grode is the new executive director of the Pennsylvania Commission on Crime and Delinquency. Mr. Grode brings 12 years of administrative and program experience in juvenile justice and criminal justice to the Pennsylvania state planning agency. Since 1973 he has held several posts with the New York State Division of Criminal Justice Services.

Richard E. Gerstein, a Miami attorney and former Dade County, Florida, state's attorney for 21 years, has been named winner of a 1979 Rockefeller public service award.

Mr. Gerstein received the award for "improving justice and reducing crime." His 20-year struggle for grand jury reform resulted in the American Bar Association's endorsement of 25 reform measures and led to grand jury reform laws in New York, Massachusetts, and Pennsylvania.

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April 1980
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BJS
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Justice Assistance News

Late News

LEAA/OJARS Budget Cuts Proposed

At press time, the Administration's proposal to reduce the LEAA budget authority by $394 million had been sent to Congress.

The proposal would eliminate LEAA except for the Office of Juvenile Justice and Delinquency Prevention and the Public Safety Officers' Benifits program. Specific cuts include $15 million for community anti-crime programs, $297 million for Part D formula grants, $37.125 million for national priority programs, $37.125 for general discretionary grants, $2.763 million for education and training, and $4.5 million for administration.

Meanwhile, the U.S. House Budget Committee, chaired by Robert Giaimo, D-Conn., had proposed the elimination of the LEAA grant program by reducing the LEAA and OJARS budget authority by $521 million. The U.S. Senate Budget Committee, headed by Sen. Edmund S. Muskie, D-Maine, also voted to eliminate funds for LEAA.

The outcome will depend on Congressional actions in the coming weeks.

Coal Field Crime Investigated

A special strike force has started an investigation of organized, professional white-collar crime in the Appalachian coal fields.

The seven-state effort, funded with a $1 million LEAA grant, will investigate fraud and fencing activities connected with coal mine acquisition and mining, and coal transportation and distribution.

Several indictments resulting from the investigation were recently brought against four people in New York. The four are charged with defrauding investors of more than $3.2 million in cash and promissory notes by selling them limited partnership interests in non-existent coal-mining operations.

The project stems from a previous LEAA-funded program by the Alabama Securities Commission that uncovered numerous illegal coal mining schemes.

"However, the schemes were so complex and interjurisdictional that they far outstripped the regulatory and investigative resources of any single state," said Homer F. Broome, Jr., acting administrator of LEAA.

"Only an adequately funded multistate strike force can penetrate and investigate these schemes and preserve a vital segment of the nation's and the Appalachian region's economy."

The one-year grant will finance a 90-member strike force in Alabama, Georgia, Indiana, Kentucky, New York, Pennsylvania, and Virginia. Some 15 law enforcement and regulatory agencies in the states will participate in the operation. Virginia will administer the program.

It is the first time, LEAA said, that a multistate investigation and prosecution will be formally coordinated to use both civil and criminal sanctions against conspirators.

Strip mining coal in Kentucky.

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Homer F. Broome, Jr.
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Acting Director, BJS

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The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the U.S. Department of Justice. Use of funds for printing this periodical has been approved by the director of the Office of Management and Budget through June 30, 1980. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING ...

Police Abuse Of Deadly Force: Immediate Solution Sought

The following is from an address by Vernon E. Jordan, Jr., president of the National Urban League, Inc., at the National Consultation on Police Use of Force in Washington, D.C. The meeting was sponsored by the Department of Justice's Community Relations Service, the National Urban League, and the League of United Latin American Citizens.

While we meet here today, some police officer somewhere in America is shooting a civilian.

And, if today's case is typical, that civilian will be black or Hispanic.

It is likely the victim is young, that the incident is a non-felony, that the victim is unarmed, and probably that the shooting could have been avoided. And it is certain that no punitive action will be taken against the police officer.

If that incident follows the statistical patterns, then it illustrates all too vividly the reason why we are here today.

Estimates vary, but most statistics place the number of victims of police use of deadly force in the vicinity of 600 each year, or almost two each day.

Clearly many of those incidents reflect justified use of force. But how many? Even if nine-tenths of the incidents are justified, scores of innocent people die. Certainly no one would reasonably suppose all of the incidents are justified, that in none of them there was a clear alternative to deadly use of force. No matter how generously we interpret the figures, it is clear that this remains a major problem demanding our immediate concern.

And most estimates say that minority victims are at least half of the total. Even given the disparity in ethnic crime rates—a disparity many would dispute and most would recognize as caused by patterns of discrimination and poverty—differential crime rates alone cannot account for the excessive number of minority victims.

So the question has been asked: "Do the police have one trigger finger for whites and another for minorities?"

There may be some officers so consumed by racist attitudes that they constitute a clear and present danger to minority communities. There may be some who are so locked into aggressive behavior patterns that they constitute a grave danger to everyone.

I think it is fair to say that most police departments make every effort to screen those types out. Times have changed, and the police have changed with them. Police chiefs don't want such people in their units, and police officers don't want to have to work alongside such people.

The fact that people with such tendencies are less often found on police forces and the fact that, at the same time, police violence is relatively constant, suggests that the problem can't be pinned on "the rotten apples" or a handful of bad cops.

Rather, it suggests we ought to be looking at police practices in general. And we ought to examine the factors that lead a police officer to take actions he or she later wishes to reverse.

For when a civilian is killed by a police officer, that officer has taken upon him or herself the roles of prosecutor, judge, jury, and executioner. This is not the police officer's job. It's not what the police are trained for. It is not consistent with a democratic society.

(continued on page 3)

Solution Sought To Police Abuse Of Force

(continued from page 2)

Beyond that, such incidents have drastic immediate repercussions. One is the increasing alienation of minorities not only from cooperating with law enforcement authorities, but from the society at large. Every use of deadly force, justified or not, is seen as a racist-inspired act.

There are so many cultural differences among America's ethnic groups that behavior immediately understood by members of a group may be interpreted as threatening by outsiders. And in black and Hispanic communities, white police officers are outsiders.

Without an understanding of minority group culture and behavior patterns, police are deprived of an essential tool of their trade.

Training in understanding those patterns should be as important for a police force as training on the shooting range.

Minorities have a stake in the resolution of this problem—we are the ones on the receiving end of the use of deadly force. But public safety officials and the police officer on the beat have a stake in this too.

I am not a police officer, nor have I ever had police training, so I can't spell out detailed police techniques to deal with the issue of deadly force. That's why this conference needs the participation of concerned citizens and police representatives capable of suggesting procedures that could improve the situation.

But I am a manager and an administrator, so I can suggest to you that the key to progress in this area does not lie with the cop on the beat, who is subject to department control. And it may not even lie with the chief, who may either be out of daily touch with officers or who may not have total control over all details of his force.

I have found in business and in government that the key to control lies with the middle management, in this case precinct commanders, who have daily supervisory responsibilities and who are the immediate superiors of the man on the beat.

And I am a citizen, so I am aware of the need for responsible accountability for all of the organs of public administration. As a citizen I strongly support a national code on the police use of firearms. I would hope that becomes one result of this conference. And I would also suggest that framing such a code be allied with strong enforcement of that code and citizen participation in monitoring its effectiveness.

And I am a black man, so I find it impossible to ignore the fact that so long as deadly force is used, and so long as it reflects racial disparities, my life and that of every minority person is in danger.

And I am a lawyer, so I know that this is an issue fundamental to the working of a democratic society. I know that it is an issue deeply bound up in moral and ethical questions that must be resolved by a free society.

So we have a serious job to do. Quite literally, people's lives are at stake. We have a grave responsibility. Let us be worthy of it. ■

Around the Nation . . .

WASHINGTON, D.C.—The Associated General Contractors report the theft of heavy construction machinery in the United States has become a $700 million-a-year racket. California and Texas have been hit the hardest, a spokesman said. This is because there is more construction going on in those states, and with sites widely spaced, contractors are more likely to leave expensive machines parked at unguarded construction sites at night instead of removing them to other, more secure locations. The Associated General Contractors said at least 3,545 construction vehicles were stolen nationwide in 1978, 865 of those in California and 636 in Texas.

CHICAGO—A federal agent told law enforcement officers in Chicago recently that organized crime is linked to most cases of arson, and that in cases of arson in which damages are more than $40,000, there is apt to be a link to white-collar criminals. Walter Hays, ATF special agent, said at the first meeting of the newly formed Coordinating Council on Arson for Profit in Chicago, that one solution to prevent arson for profit schemes is to insure property for replacement value rather than market value, so profits to be made from arson can be decreased. ■

Thirteen Correctional Facilities Accredited

The Commission on Accreditation for Corrections has given its stamp of approval to 13 correctional facilities, presenting them with professional accreditation awards.

The commendations, made at the commission's Houston, Tex., meeting, represent "a commitment to professionalism and public accountability by an agency's administrator and staff," said the commission.

Receiving the accreditation were: the Denver county jail and the Denver Pre-arraignment Detention Facility; the Illinois Department of Correction's Menard Psychiatric Center; federal correctional facilities in Lompoc, Calif., Montgomery, Pa., Memphis, Tenn., and Texarkana, Tex.; the federal community treatment center in Kansas City, Mo.; three halfway houses operated by Span, Inc., Pomona, Calif.; and two halfway houses operated by Rube, Inc., Pomona, Calif.

Some 49 of the approximately 400 correctional facilities currently involved in the program have been accredited since 1977, the commission said.

Marriage Tax Proposed

Legislators in nine states and domestic violence prevention organizations have proposed a novel way to fund domestic violence programs: levy a tax on the marriage license.

Proponents of the measure say it would assure such programs a source of steady funding.

Uniform Standards On Use Of Weapons Needed

Criminal justice experts say a lack of uniform standards governing police use of deadly weapons is the chief reason for distrust and bitter disputes between police and their communities, particularly minority residents.

The number of fatal shootings by police is increasing annually, with blacks and Hispanics accounting for nearly 50 percent of those killed by police, they noted. But they could not reach mutual agreement on why blacks and Hispanics were killed at a rate disproportionate to their numbers in the general population.

Their views were contained in a report, "A Community Concern: Police Use of Deadly Force."

Comments by police executives, public and government officials, criminologists, researchers and representatives of the Department of Justice came at a workshop sponsored by the National Organization of Black Law Enforcement Executives (NOBLE) and supported by the National Institute of Justice (NIJ).

All of the participants agreed that police officers should discharge their weapons only when the life of a police officer or that of another person is endangered, but offered conflicting explanations for the rising number of fatal shootings among minorities.

Some of those explanations included:

- The overall crime rate has increased, placing more people in situations where they risk being shot at or killed by police.
- Blacks have a higher arrest rate for such crimes as homicide, rape, robbery, and aggravated assault.
- There is no national policy governing firearms use by police officers.
- There are insufficient civilian review boards involved in investigations of police shootings.
- Many state laws are vague. At least 12 states lack statutes outlining police use of deadly force.
- The use of deadly force by police is a deterrent to crime.
- Police use one standard for blacks and other minorities, and another for whites in determining when to fire their guns.

Despite these varying explanations, the experts generally agreed that police and other law enforcement officials must be measured by the same due process standards as civilians when a life has been taken.

One stated: "The court is properly concerned about a statute that permits the police to kill someone who may have committed a crime but does not show any intent to harm anyone, and whose only concern is escape."

Another noted. "Even though the highest tribunal in the nation has addressed this issue, there has been inadequate attention placed on the power of the police to exercise the same awesome power relative to taking a citizen's life. For that reason, it is imperative that police administrators and the public in general give paramount consideration to the authority invested in the police to take a life."

Police use of deadly force: To shoot or not to shoot?

Still another commented: "Both the police executive and the minority community share the goal of crime reduction in the minority community. Both agree that the police officer should be authorized to use firearms to defend his or her own or another's life when other means are inadequate. Neither believes the police badge should be a shield for brutality or racism."

The report outlined several initiatives undertaken by organizations and groups to deal with the problem:

- NOBLE has passed 11 resolutions it hopes will be adopted nationally providing standards for police use of deadly force.
- The Department of Justice's Community Relations Service has established a task force specifically to address deadly force.
- The National League of Cities continues to provide technical assistance to communities attempting to deal with problems associated with deadly force.
- A number of police departments, including New York City, have set up firearms review boards.
- Some communities have established citizen review boards with decision making powers, as well as citizen programs that place citizens in station houses and on disciplinary boards.

In addition, NIJ has awarded three grants totaling $800,000 to analyze police use of deadly force to the National Urban League, the International Association of Chiefs of Police, and the University of California, Irvine.

Copies of the report are for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, stock no. 027-000-00807-1. The price is $3.50 per copy, prepaid.

Five -Year Study Reports

People Fear Crime More Than Other Dangers

The forerunner of a five-volume, five-year study that will report on the impact of crime on urban populations shows that people continue to be more apprehensive about crime victimization than they are about other dangers that they face more often.

Daniel Lewis, head of the Northwestern University Center for Urban Affairs Project, said that while the average American has as great, or greater, chance of being injured in an auto accident, losing his home to fire, or contracting a serious illness, "the fear of crime appears to far outweigh these (other) considerations."

The Center is completing the project for the National Institute of Justice, and the entire study is scheduled to be published this fall.

"It will be the first comprehensive look at what the impact of crime is on urban populations," Mr. Lewis said. "It will show what people's fear of crime is and their reactions to it. It will show what crime is really doing to American cities and how people are trying to cope with it."

Examines Fear Of Crime

The Center's initial publication, "Reactions to Crime," is a review of studies and research done in recent years. It examines people's fears and anxieties about crime, their concerns for their personal safety, as well as the safety of their families, and their emotional and behavioral responses to crime.

Generally, the review concludes that while people fear crime, they see it as happening to someone else, rather than themselves. They also are more likely to see crime rates rising in areas other than their own neighborhoods.

Security Devices Installed

According to the review, there is considerable evidence that despite their apprehension about crime, people seldom consider it when making decisions about transportation, home relocation, recreational patterns, or going out at night.

However, the review indicates that approximately 40 percent of people responding to surveys have installed some security device in their homes in the past few years because of their perception of crime, and 10 to 15 percent make sure they are accompanied by another person when they go out.

While women are more afraid of being victimized than men, according to the review, men are more frequently the victim of crime.

Some Crimes Tolerated

The review said that despite a notable growing public concern about crime, "there is considerable evidence that personal tolerance of some behavior labeled as criminal—such as drug use, abortion, and homosexuality—has increased."

Studies show that participants in property marking programs—such as Operation Identification—have lower victimization rates.

An irony found in the Center's review of available literature on crime is the suggestion that crime awareness programs put on by police departments may increase citizen fears.

Also, when people significantly modify their behavior to avoid being victimized, such as avoiding theaters and restaurants in certain areas, and locking themselves in their homes at night, they may be taking counterproductive measures.

"By avoiding social interaction with their fellow citizens, these actions not only may increase people's fears, but may well lead to increased crime," Mr. Lewis said, "because there are fewer people on the streets to protect each other and observe what is going on. You are, in effect, leaving the streets open to the criminals."

Safety Not A Factor

The review said several studies show that participants in property marking programs have lower victimization rates.

Regarding transportation, the review said that while some people choose modes of transportation with crime risks in mind, "few public transportation riders indicate that personal safety is a major factor in their decisions to use public transportation."

Three Cities Surveyed

The project was begun in 1975 and will be completed this summer. These five volumes are based on an intensive study of citizens' reaction to and perperceptions of crime in 10 neighborhoods in three cities—Chicago, Philadelphia, and San Francisco.

Copies of "Reactions to Crime—A Critical Review of the Literature" are now available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is 027-000-00875-5. The price is $2.50 per copy, prepaid. ■

JAZZMOBILE: A Ray Of Hope In The C

The deck is stacked against the kids who attend New York's Public School 113.

This Central Harlem elementary school sits in the middle of a drug center where four police officers have been killed already this year. The street population is heavily made up of prostitutes, pimps, drug runners, and addicts.

The kids' brown brick school does contain one ace, however.

It is the JAZZMOBILE Young Citizens Harlem Arts Program, a unique community anti-crime project recently financed with a $401,748 grant from the LEAA's Office of Community Anti-Crime Programs (OCACP).

The program was launched several years ago to stimulate an interest in music, art, and dance among underprivileged and culturally deprived inner city youths.

Reduces School Crime

A year ago, program organizers developed a strategy to combat juvenile delinquency and initiate community crime prevention programs—and it's paying off in reduced school crime and truancy and increased parental, community, and police involvement in the lives of the children.

"We can't save all the kids, but we can help most of them," Project Director Anthony Allotta said.

"We had a young girl recently who was a chronic truant with a drug problem. By working closely with her, we were able to tap her artistic potential and eventually get her enrolled in a junior high school with an arts curriculum."

S. David Bailey, the organization's executive director, said the JAZZMOBILE diversion program works almost exclusively with residents of Harlem's Precinct 28 and pupils at P.S. 113.

Plagued By Problems

"This Harlem community is plagued by social and economic problems," Mr. Bailey said. "Most of the population has completed less than eight years of school; there are blocks and blocks of abandoned buildings in the area; unemployment is astronomical; and there are few municipal and social services for adults, and fewer still for the kids."

In 1978, nearly 80 percent of the students at P.S. 113 were reading below grade level, said Mr. Bailey.

Additionally, about 60 youths from ages 10 to 14, have a history of disruptive behavior and academic failure and have been referred to special programs.

After one year of the JAZZMOBILE program in P.S. 113, Mr. Bailey said he sees a few bright spots:

- Of the nearly 24 percent of first-time juvenile offenders in the program, the 14 percent repeat offenders, and the 12 percent with drug-related problems, approximately 75 percent have stayed clean.
- Absenteeism is down five days per participating youth.
- More than twice the number of youths anticipated took part in the after-school (60 students) and summer (120 students) programs, with 85 percent attending daily.
- Involvement in special workshops for parents increased from 50 to 60 participants by the end of the third quarter to 70 to 75 parents attending on a regular basis by the end of the fourth quarter.
- Police precinct tours and school assemblies conducted by Precinct 28 officers resulted in a more positive outlook by the community toward police as a "resource for help."
- The business community has sponsored a number of JAZZMOBILE ex-

Youngsters practice ballet movements in dance class.

Participant proudly displays wire art object he has made.

ime-Ridden Streets Of Central Harlem

hibits and performances for Harlem residents.

OCACP Assistant Administrator Cornelius Cooper, in pointing out the organization's impressive accomplishments, praised JAZZMOBILE as "an exemplary program that could serve as a model for communities with similar problems nationwide."

"We need more programs with an emphasis on crime prevention," Mr. Cooper said. "It is important that we get to our young before they have any contact with the criminal justice system. Community and parental involvement is a must in this process."

Four Components

The JAZZMOBILE Young Citizens of Harlem Arts Program has four major components: a school-day arts education enrichment program of music, dance, and visual arts; the after-school and Saturday program for first-time offenders; special parental workshops; and a summer program that links the other three. Trained professional artists, a number of whom live and work in Harlem, staff the program.

The school-day program operates daily—9 a.m. to 3 p.m.—from October to June. Students from grades three through six participate. They are instructed in small groups on a rotating basis in dance, music, and visual arts.

"The primary objective of this component," Mr. Allotta said, "is to increase the pupil's self-image and interest in school and, by so doing, reduce chronic absenteeism.

"We want these kids to experience success by channeling their talents and energies into the arts. All we have done is to take the mysticism out of the arts."

The after-school/Saturday program is designed to serve first-time offenders in grades five through nine. Three times a week from 3:15 p.m. to 5 p.m., instructors hold workshops for some 60 students. They meet on Saturdays from 9 a.m. to noon.

Community Service

"One of the primary features of this program is its emphasis on community service. Precinct 28 officers are encouraged and do take part in these workshops, and they work with the youngsters on art-related projects as well," Mr. Allotta said.

Participants are encouraged to take part in projects like painting schoolyard murals or performing for hospitals and churches. Additionally, the precinct is often used to exhibit the students' art works, he said.

The parental workshops are the mechanism used to encourage parents to get involved with their children, according to Mr. Allotta. He said parents are instructed in art-related activities that children can do at home, and informed of the educational and art enrichment activities that are available in New York City.

The summer program is more of the same and provides continuity for the participants, Mr. Allotta said.

Last August, about 100 youths in the program staged a show for an audience of about 600 at the Harlem Hospital.

"A fourth, fifth, or sixth grader who can perform before an audience that size has really accomplished something," Mr. Allotta said. "After that, schoolwork is easy."

Originally founded as a free musical concert program for New York's culturally deprived areas, JAZZMOBILE supports the juvenile diversion program with performances during the school year, summer concerts, lectures, and field trips.

JAZZMOBILE's president is famed pianist Billy Taylor, a presidential appointee to the National Council for the Arts. The program caught the eye of Mrs. Walter Mondale, the Vice President's wife, who visited JAZZMOBILE last year for a firsthand look. ■

Child works on composition in music class.

Instructor shows students how to use plastic and wire to create art objects.

Drug Treatment Program Captures States' Interest

An experimental program that helps addicted prisoners overcome drug dependency through institutional and community-based treatment programs has captured the interest of several states and the White House drug policy staff.

The program, commonly known as TRAP—Treatment and Rehabilitation for Addicted Prisoners—features treatment for offenders during the last six to nine months of incarceration, a mutual agreement pact, and six to nine months' supervised aftercare following prison release.

Efforts at LEAA to develop TRAP began in 1976. Since that time some $2 million has been awarded to support projects in Connecticut, Maryland, New Jersey, and New York as well as a national evaluation of the program. Florida, Alaska, Pennsylvania, and California also have expressed interest in the program.

In February, LEAA Acting Administrator Homer F. Broome, Jr., members of LEAA's Corrections Division, and representatives from TRAP projects spent a morning at the White House briefing Lee Dogoloff, associate director for drug policy, and members of the Domestic Policy Staff on TRAP.

Mr. Dogoloff praised the experiment and said it had much to offer the corrections field.

"Our prison population is, in some ways, a neglected one in terms of treatment," he said.

"We have historically concentrated our efforts on community-based treatment and only thought of prison treatment in terms of the last 30, 60, or 90 days before release as a means for having some sort of transition into community-based treatment.

"TRAP presents an opportunity for us to learn, understand, and see what works. And I think it's an exciting opportunity."

At the February session, Peter Regner, Corrections Division chief of offender services, outlined TRAP's history calling it, "the first program to follow textbook principles of program development."

History Of Drug Abuse

In 1975, Mr. Regner explained, an LEAA study found that 61 percent of state prison inmates had a history of illicit drug use, and that 30 percent of these individuals had an almost daily history of drug abuse.

"We also found that only 14 percent of these drug abusers ever received any kind of treatment whether in the community or behind prison walls," he said.

To develop TRAP, LEAA reviewed drug programs in correctional institutions, including a Bureau of Prisons model program, and studies of other programs. The most promising elements of various programs were used for the TRAP model, which was reviewed by the National Institute on Drug Abuse and the National Institute on Corrections.

$1 Million Awarded

LEAA earmarked $1 million for TRAP pilot projects. The first awards were to Maryland and Connecticut in mid-1978, and to New Jersey and New York the following year. A national evaluation of TRAP was financed in 1978.

Mary Stuart, LEAA's TRAP program manager, told the White House gathering that the program contains three key elements.

"Because TRAP monitors progress and treatment," she explained, "we're looking for six to nine months of intensive treatment within an institutional setting, a process which provides contract parole—a mutual agreement program, and we're looking for supervised aftercare."

Ms. Stuart explained that each TRAP project must have a classification procedure through which substance abusers can be screened and identified. So that treatment can be intensive, each project must be located in a separate unit on the grounds of an institution. The program must include individual counseling, three hours of group counseling, and alternative therapy each week.

All TRAP projects also must offer the Mutual Agreement Pact (MAP).

"The MAP sets out the rules for TRAP participation—what's expected of the inmate and of the institution," Ms. Stuart said. "It also delineates any conditions of parole and sets a firm parole or parole eligibility date based on successful participation."

TRAP sites also must provide six to nine months of supervised aftercare for the offender. This includes placement in a community-based treatment center and weekly urinalysis tests for the first four months following release. ■

White House aide Lee Dogoloff (center) discusses TRAP with Peter Regner (right), chief of LEAA's Offender Services Branch.

Mandatory Sentencing Statutes Enacted in Eighteen States

The trend toward the tougher treatment of offenders advanced last year when 18 states enacted mandatory sentencing statutes and five adopted some form of determinate sentencing, the Bureau of Justice Statistics has announced.

BJS explained that mandatory sentencing eliminates court and parole board discretion by requiring imprisonment for certain kinds of offenses, usually armed, violent, drug, or repeat offenses. Determinate sentencing, on the other hand, specifies terms of imprisonment but allows the judge to prescribe other penalties such as probation or restitution.

Flurry Of Legislation

The national survey of 1979 parole legislation noted that as a result of a flurry of legislation during the past three years, some form of mandatory sentencing became law in 27 states and was under consideration in 14. Thirteen states have not adopted some kind of determinate sentencing, and five have bills pending.

Two Motivations

"Two divergent and perhaps contradictory motivations seem to have prompted this political concern with indeterminate sentencing (sentences not having a precisely fixed or definite end or result)," the report said, adding:

"The first is the growing public alarm over the continued rise in crime (and the criticism that) the lack of sentencing certainty undercuts the deterrent effectiveness of the criminal law, thereby contributing to recidivism and high crime rates."

"The other element of discontent lies in the inequities, arbitrariness and unfairness to offenders attributed to the system of indeterminate sentencing. The principal concern here has been with the allegedly wide and unwarranted disparities in prison terms."

Indiana, Kansas, Nevada, Pennsylvania, and South Dakota adopted legislation during 1979 that either requires specified due process protections for parolees during parole revocation proceedings or tightens existing requirements. Pennsylvania and Tennessee enacted legislation providing persons the right to have a lawyer during parole hearings. Indiana passed a law giving prison inmates the right of access to and the review of their criminal history files prior to parole hearings.

Funds Provided

Also during the past year, Oregon enacted legislation that provides minimum funds to parolees upon release from institutions, and a new North Carolina law now requires that a parolee whose parole was revoked can be recommitted only for the unserved portion of his or her maximum term.

Connecticut created a commission to study sentencing guidelines. Louisiana adopted measures that make restitution a possible condition of probation and parole and that bar inmates convicted of serious crimes from being furloughed.

Report Available

Individual copies of the report, "A National Survey of Parole-Related Legislation Enacted During the 1979 Legislative Session," which is a part of the Bureau of Justice Statistics' Uniform Parole Reports series, may be ordered from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. The study was conducted by Michael Kannensohn of the Council of State Governments for the 1979 Uniform Parole Reports seminar. The National Council on Crime and Delinquency Research Center maintains the parole report series for the Bureau of Justice Statistics.

Law student helps inmate prepare his case for a parole hearing.

RECENT GRANTS

LEAA

• $187,098 to the **South San Francisco Police Department,** California, for the second phase of its Integrated Criminal Apprehension Program (ICAP).

• $249,798 to the **Middlesex County, Massachusetts, district attorney** to establish a career criminal program.

• $267,696 to **Michigan State University** to continue its criminal justice manpower development program.

• $199,274 to the **Seattle, Washington, Police Department** and $271,006 to the **Jackson, Mississippi, Police Department** to support Integrated Criminal Apprehension Programs (ICAP) in each city.

• $250,000 to the **Venice Drug Coalition, Inc.,** of Venice, California, to continue its comprehensive juvenile delinquency prevention program.

• $196,309 to the **National Council of Juvenile and Family Court Judges,** Reno, Nevada, to implement an automated juvenile justice information system.

• $908,567 to **Haddonfield, New Jersey; $900,000 to Washington, D.C.; $899,802 to Kansas City, Kansas; $894,700 to Pensacola, Florida; $887,335 to San Francisco, California; $825,640 to Fresno, California; $820,125 to Boston, Massachusetts;** and, $790,089 to **Providence, Rhode Island,** to replicate Denver's successful Project New Pride, an alternative program for serious juvenile offenders.

NIJ

• $137,953 to **Minnesota** to evaluate the Minnesota Community Corrections Act.

Correction

The photo on the left was incorrectly identified in the February issue of *Justice Assistance News* as William Lucas, sheriff of the Wayne County Sheriff's Department, Detroit, and member of the commission to review proposed standards for law enforcement agencies. Mr. William Lucas is shown here on the right. The photo on the left is that of Ferris Lucas, executive director of the National Sheriffs' Association, which is continuing CAPTIS—Computer-Assisted Prisoner Transportation Index—as reported in the March issue of the *News*. The *News* regrets the error.

Publications

Robbery-Related Assaults on Police: An Empirical Analysis of National Incidents, by C. Kenneth Meyer, Mitchel J. Beville, and Thomas C. Magedanz, priced at $1.50, may be obtained from the Government Research Bureau, University of South Dakota, Vermillion, S.D. 57069.

Chemical Tests and the Law, 1979 Pocket Supplements in two paperback volumes, published by the Traffic Institute, Northwestern University. Price is $18.00. To order write the Institute, 555 Clark Street, Evanston, Ill. 60204.

Abused and Neglected Child—Multi-Disciplinary Court Practice, by D. J. Besharov, M. Baden, K. Drews, S. Gothard, H. Landau, and S. S. Levy, published by the Practicing Law Institute. Paperback cost is $20.00. To order write PLI, 810 Seventh Ave., New York, N.Y. 10019.

Non-Attorney Justice in the United States—An Empirical Study, by L. J. Silberman, E. Prescott, and M. Clark, sponsored by an LEAA grant and published by the Institute of Judicial Administration. Price is $6.00. To order write IJA, 40 Washington Square South, New York, N.Y. 10012.

The Rehabilitation of Criminal Offenders: Problems and Prospects, priced at $13.75, and **On the Theory and Practice of Voice Identification,** priced at $7.00, both published by and available from the National Academy of Sciences. To order write NAS, 2101 Constitution Ave., N.W., Washington, D.C. 20418.

Learning Disabilities and Juvenile Delinquency: A Handbook for Court Personnel, Judges, and Attorneys, by Barbara Zaremba, B. Claire McCullough, and Paul Broder, a monograph priced at $3.00, pub. no. LD-JD001; **State Courts: Options for the Future** priced at $4.00, pub. no. R0045; **The Administrative Role of Chief Justice and Supreme Courts,** by Robert Tobin and Richard Hoffman, a monograph priced at $5.50, pub. no. R0046; and **Volume and Delay in State Appelate Courts,** by Stephen Wasby, Thomas Marvell, and Alexander Aikman, a summary of the National Center for State Court's Appelate Justice Project and priced at $5.00, pub. no. R0048. All of the above are published by and available from the National Center for State Courts. To order write Publications Dept., NCSC, 300 Newport Ave., Williamsburg, Va. 23185.

Calendar

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Apr. 22-25: Stress Awareness and Crime in Progress Tactics Program; **May 27-29:** Police Supervision Program; **June 5-6:** Vice Control Program; and **June 9-13:** Hostage Negotiations and Tactics Program, all held at Virginia Beach, Va., and sponsored by the George Washington University Center for Professional Development. Contact: GWU, CPD, 2019 Cunningham Dr., Hampton, Va. 23666, 804/838-8444.

Apr. 28-May 2: Hostage Negotiating Course; **May 5-7:** Seminar on Legal Problems in Police Administration; **May 5-16** and **May 19-30:** Supervision of Police Personnel Seminar; **May 5-9:** Sex Crimes Investigation Seminar, all held in Evanston, Ill. **May 19-21:** Internal Controls Seminar for Law Enforcement Agencies, and **May 22-23:** Workshop on Managing the Unsatisfactory Employee, both held in Newport, R.I. All programs are sponsored by the Traffic Institute, Northwestern University. Contact: TI, NU, 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204.

Apr. 29: Personal Liability of Government Employees Seminar, New York City; **May 23:** in Chicago, Ill.; **May 27:** in Atlanta, Ga.; and **June 5:** in Denver, Colo., all sponsored by the National Center for Administrative Justice. Contact: NCAJ, 1776 Massachusetts Ave., N.W., Washington, D.C. 20036, 202/466-3920.

May 4-8: Hostage Tactics and Negotiations Program; **May 11-17:** Advanced Protective Services Program; **June 1-5:** Accident Prevention and Pursuit Tactics Program; and **June 8-12:** Law Enforcement/Security Field Survival Program, all held in Winchester, Va., and sponsored by the North Mountain Pines Training Center. Contact: Dr. Richard Kobetz and Associates, NMPTC, Rt. 2, Box 342, Winchester, Va. 22601, 703/662-7288.

May 5-6: Disaster Management Workshop, Philadelphia, Pa., and **June 9-11:** Computer Security Conference, Newton, Mass., both sponsored by the American Society for Industrial Security. Contact: Education and Seminar Programs, ASIS, 2000 K St., N.W., Washington, D.C. 20006, 202/331-7887.

May 7-10: Young Lawyers Juvenile Justice Seminar, Louisville, Ky., sponsored by the American Bar Assoc. Contact: Katie M. Brophy, Green and Triplett, Suite 450, 730 West Main St., Louisville, Ky. 40202, 502/587-9722.

May 7-11: Gambling Investigation Course, Miami, Fla., sponsored by the Institute on Organized Crime. Contact: IOC, 16400 N.W. 32nd Ave., Miami, Fla. 33054, 305/621-0646.

May 8-9: Crime and the Elderly Seminar, and **May 15-16:** Civil Liability for Law Enforcement Officers Seminar, both held at College Park, Md., and sponsored by the Law Enforcement Institute. Contact: LEI, Univ. of Maryland University College, Conferences and Institutes Division, University Blvd. at Adelphi Rd., College Park, Md. 20742.

May 12-14: Police Strikes and Job Actions Course, Williamsburg, Va.; **May 12-15:** Police Budgeting Course, Canton, Ohio; **May 12-16:** Communications Technology Course, Washington, D.C.; **May 19-23:** Police Community Relations Course, San Antonio, Texas; **May 19-23:** Police Facilities Planning and Design Course, Chicago, Ill.; **June 2-4:** Police Fleet Management Course, Las Vegas, Nev.; and **June 2-6:** Hostage Rescue Operations Course, Washington, D.C., all sponsored by the International Association of Chiefs of Police. Contact: IACP, 11 Firstfield Rd., Gaithersburg, Md. 20760, 301/948-0922.

May 12-14: Examination of Questioned Documents for Law Enforcement Officers Course, Annandale, Va., sponsored by the Administration of Justice Program of Northern Virginia Community College. Contact: Louis Zuccarelli, program head, Administration of Justice, NVCC, Annandale Campus, 8333 Little River Turnpike, Annandale, Va. 22003.

May 15-18: Law Enforcement Hypnosis Seminar, Washington, D.C., sponsored by the Law Enforcement Hypnosis Institute, Inc. Contact: Dr. Martin Reiser, director, LEHI, 303 Gretna Green Way, Los Angeles, Calif. 90049, 213/476-6024.

May 18-21: Court Mediation of Disputes Seminar, Denver, Colo., and **June 8-13:** Budgeting and Planning in the Courts Seminar, San Diego, Calif., both sponsored by the Institute for Court Management. Contact: ICM, 1624 Market St., Suite 210, Denver, Colo. 80202, 303/534-3063.

May 18-22: Frontiers for the Eighties: The National Conference on Citizen Involvement, Estes Park, Colo., sponsored by Volunteer: The National Center for Citizen Involvement. Contact: Nita Moots Kincaid, VNCCI, P.O. Box 4179, Boulder, Colo. 80306, 303/447-0492.

May 19-22: Security Surveys Course, Indianapolis, Ind., and **June 16-19:** Computer, Data Processing, and Information Security Course, Louisville, Ky., both sponsored by the Indiana University Center for Public Safety Training. Contact: IU, CPST, Harrison Bldg., Suite 500, 143 West Market St., Indianapolis, Ind. 46204.

May 19-23: Human Behavior Course; **June 4-6:** Executive Development Course; and **June 10-13:** Vice Investigations Course, all held in St. Petersburg, Fla., and sponsored by the Florida Institute for Law Enforcement. Contact: FILE, P.O. Box 13489, St. Petersburg, Fla. 33733, 813/546-0011.

May 26-June 7: Trial Practice I Seminar, and **June 16-17:** Trial Practice II Seminar, both held in Houston, Tex., and sponsored by the National College for Criminal Defense. Contact: Registrar, NCCD, College of Law, Univ. of Houston, Houston, Tex. 77004.

May 28-30: Illinois Institute on Drug Abuse, Decatur, Ill., sponsored by the Illinois Dangerous Drugs Commission. Contact: IDDC, 300 North State St., Suite 1500, Chicago, Ill. 60610.

June 1-6: Juvenile Justice Management Institute; **June 8-13:** Advanced Juvenile Justice Management Institute; and **June 8-13:** Summer College—Session 1, all held in Reno, Nev., and sponsored by the National College of Juvenile Justice. Contact: NCJJ, P.O. Box 8978, Reno, Nev. 89507, 702/784-6012.

June 1-7: 28th International Course on Criminology, Montreal, Canada, organized by Ahuntsic College under the auspices of the International Society of Criminology. Contact: College Ahuntsic, 28th ICC, 9155 Saint Hubert St., Montreal, Quebec, Canada H3M 1Y8.

June 2-6: Juvenile Justice Update Seminar, Los Angeles, Calif., sponsored by the Delinquency Control Institute, University of Southern California. Contact: DCI, Juvenile Justice Update, Tyler Bldg., 3601 South Flower St., Los Angeles, Calif. 90007.

June 5-7: Criminal Trial Tactics and Techniques Program, Las Vegas, Nev., sponsored by the American Bar Association's Section of Criminal Justice and the Association of Trial Lawyers of America. Contact: Michael Canavan, director, Education Dept., ATLA, 1050 31st St., N.W., Washington, D.C. 20007, 202/965-3500, ext. 254.

June 12-14: National Advisory Committee for Juvenile Justice and Delinquency Prevention Executive Committee Meeting, Washington, D.C. Contact: Kimberly Marlowe, Birchaven Enterprises, Inc., 300 Gosling Rd., Portsmouth, N.H. 03801.

June 15-18: National Sheriffs' Association Annual Information Conference, Hollywood, Fla. Contact: NSA, 1250 Connecticut Ave., N.W., Washington, D.C. 20036, 202/872-0422.

June 15-20: 29th Annual Session of the University of Utah School on Alcoholism and Other Drug Dependencies. Contact: UUSAODD, P.O. Box 2604, Salt Lake City, Utah 84110, 801/533-7087.

June 18-21: National Youth Workers Conference, Washington, D.C., sponsored by the National Youth Work Alliance. Contact: NYWA, 1346 Connecticut Ave., N.W., Washington, D.C. 20036, 202/785-0764.

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Morton B. Solomon was sworn in as Philadelphia's police commissioner in January. He had been deputy commissioner since 1966. Mr. Solomon began his career with the Philadelphia police department in 1950, rising through the ranks from police officer to lieutenant, to captain, to inspector, and to chief inspector. Commissioner Solomon is a member of the International Association of Chiefs of Police, and past president of the Southeastern Police Chiefs Association.

Richard Brzeczek has become Chicago's youngest police department superintendent. Mr. Brzeczek, 37, is an attorney and has been executive assistant and legal counsel to the police superintendent since 1973. He joined the department in 1964 and held assignments in the Youth Division, Detective Division, the Bureau of Inspectional Services, and was commanding officer of the gambling section of the Vice Control Division.

George W. Wilson has been sworn in as commissioner of the Kentucky Bureau of Corrections. Since 1976, Mr. Wilson was deputy commissioner for the Office of Institutions of the Bureau. From 1974 to 1976, he was a criminal justice planner with the Kentucky Department of Justice.

The National Crime Prevention Institute named **Richard Mullen** of the Pinellas County, Florida, Sheriff's Department, National Crime Prevention Achiever at its International Crime Prevention Conference. Sergeant Mullen has been responsible for developing crime prevention programs for Pinellas County since 1970. He also has been technical advisor for the statewide "Help Stop Crime" program of the Florida Attorney General's Office. Sergeant Mullen joined the Pineallas County Sheriff's Department in October 1968.

Lexington, South Carolina, **Sheriff James R. Metts** stands alone among his peers.

According to the National Sheriffs' Association, he is the only sheriff in the nation with a doctorate.

It is from the University of South Carolina and is in education. Sheriff Metts also has a master's degree in criminal justice, an undergraduate degree in psychology, and four associate degrees in fields ranging from chemical engineering to corrections administration.

"The criminal has surpassed the law enforcement officer in education," he was recently quoted. "We've got to bring law enforcement up to compete with crime."

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Justice Assistance News

Active Patrol Strategy Reduces Robbery Rates

Cities where police departments employ an "aggressive" patrol strategy—making frequent "street stops" or issuing an above-average number of traffic tickets—generally have a higher arrest rate and lower crime rate for robberies than cities with a "passive" patrol strategy, according to a study released today.

The study also said the more active technique can be accomplished simply by improved management.

The findings come from "The Effect of the Police on Crime," a study that examined the effect of police practices on robbery in 35 large American cities. It was conducted by The Urban Institute, between 1976 and 1978, under a $120,000 grant from the National Institute of Justice (NIJ). The authors are James Q. Wilson, a professor of government at Harvard University, and Barbara Boland, a senior research associate at the Institute for Law and Social Research, Washington, D.C.

Two Extremes

In defining "aggressive" and "passive" patrol strategies, the study said: "Police may affect crime rates less by how many of them are on patrol than by what they do there. What they do includes many things in addition to, and perhaps more important than, making arrests.

"Though patrol behavior is complex, we can distinguish two extreme strategies: 'aggressive' and 'passive.' By an aggressive strategy we do not mean that the officer is hostile or harsh, but rather that he maximizes the number of interventions in and observations of the community.

"An officer follows a passive strategy when he rarely stops motor vehicles to issue citations for moving violations or to check for stolen cars or wanted fugitives, rarely stops and questions suspicious persons, and does not employ 'decoy' or stakeout procedures in areas with high crime rates. When an officer acts in the opposite manner, he is employing an 'aggressive' strategy."

While the study lists the 35 cities from which the data was collected, it does not rate any police department as passive or aggressive.

The study said that cities with higher arrest rates (per number of offenses reported) have lower crime rates.

Resolves Conflict

Dr. Richard Rau, the NIJ project monitor of the study, said the main purpose of the study was to resolve a continuing conflict among law enforcement executives over whether the aggressive or passive patrol approach was more effective.

(continued on page 5)

Cities where police issue an above-average number of traffic citations may be safer.

May 11-17 Is National Police Week

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Malcolm Barr, Director
Anne R. Voigt, Editor

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the U.S. Department of Justice. Use of funds for printing this periodical has been approved by the director of the Office of Management and Budget through June 30, 1980. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING . . .

PROMIS: An Information Tool For The Entire System

This month's guest columnist is Nolan Brown, district attorney for Jefferson County, Colorado, who spearheaded the implementation of a regional Prosecutors' Management Information System (PROMIS) in Colorado. The computerized information system serves the district attorneys' offices in nine judicial districts with an estimated population of 1.5 million. The regional system—the first of its kind in the nation—was financed by a grant from the Bureau of Justice Statistics in 1979.

For too long, criminal justice agencies have operated on the basis of platitudes and axioms, without accountability, because information has not been available to measure their impact on crime.

Police, for example, traditionally measure their effectiveness in terms of caseload carried and crimes cleared by arrest—the number of arrests made in relation to the number of crimes reported. Seldom are arrests measured in relation to prosecutable filings. Nor have data been available to measure caseloads in terms of cases solved with successful prosecutions. The police have generally determined the legal and factual sufficiency of evidence before deciding to submit a case to the prosecutor, and prosecutors have been too willing to allow the police to assume these responsibilities.

Prosecutors have similar problems. Our measures of effectiveness have been caseload carried and cases filed compared with conviction rate. We have virtually absolute discretion regarding the filing or rejection of charges, level of crime to be prosecuted, and type of disposition to be made. There has been no way to distinguish poor police investigations from poor prosecutor screenings. There has been no way to measure actual prosecution results, screening results, trial effectiveness (including those cases that need to be tried even though they are likely to be lost), or the validity of case dispositions.

The courts' measures of effectiveness have been caseload carried and sentences imposed. Their caseload has not been routinely measured in terms of the seriousness or complexity of charges, actual trials, or effectiveness in handling a trial load. Nor are sentences distinguished on the basis of those that resulted in incarceration and those that ended in probation.

Thus, our measures of effectiveness have evolved largely from an information void. They are designed to make each segment look effective, without ever examining its ultimate impact upon crime or justice. We have lacked the information necessary to question whether our combined efforts are having any impact at all, or whether we could act by more effective and efficient means.

For a significant majority of Colorado's population, lack of information on the operation of our criminal justice system is about to become a thing of the past. Nine judicial districts have joined forces to implement a regional PROMIS system—the first of its kind in the nation—to manage their adult and juvenile caseloads.

Regional PROMIS, interfaced with the state Uniform Crime Report System, gives us the capability to observe our entire criminal justice system. We can determine how many of what type of crimes were committed in each jurisdiction and within the region; how many people were arrested for those crimes; how many of those cases were presented for filing; how many were accepted or rejected at filing; the reasons for rejections; what happened to each case or individual involved; how

(continued on page 12)

Jailing Youths With Adults 'A National Catastrophe'

Calling the current practice in some states of jailing youths with adult offenders "a national catastrophe," Deputy Attorney General Charles B. Renfrew urged Congress to "absolutely prohibit the detention or confinement of juveniles in any institution in which adults, whether convicted or awaiting trial, are confined."

Testifying before the House Committee on Education and Labor's Subcommittee on Human Resources, he praised the Juvenile Justice and Delinquency Prevention Act of 1974 for the progress to date in the removal of juveniles from adult jails and lock-ups.

Not Enough Done

But he said that not enough has been done to safeguard the special needs of children.

"It has been conservatively estimated that 500,000 juveniles are admitted to adult jails and lock-ups each year," the deputy attorney general stated, further explaining that 88 percent of those were charged with minor or property crimes, 18 percent with offenses that would not be criminal if they were adults, while 4 percent of those detained were not charged with any crime.

Sex Victims

Mr. Renfrew said youths jailed with adults often are victims of physical and sexual abuse, and can suffer long-term emotional and mental harm.

The suicide rate for juveniles incarcerated in adult facilities was seven times higher than for those in secure juvenile detention institutions, he said.

The subcommittee is currently holding hearings on the reauthorization of the 1974 act, which expires Oct. 1, 1980.

Progress Made

"The Juvenile Justice and Delinquency Prevention Act is change-oriented and has had an impact far greater than many other government programs of comparable size. Since 1974, great progress has been made in removing status offenders and nonoffenders such as dependent and neglected youth from juvenile detention and correction facilities," Mr. Renfrew said.

In reauthorizing the legislation, Mr. Renfrew recommended that Congress give states and territories participating in the act an additional five years to remove all juveniles, including those guilty of serious crimes, from adult jails and lock-ups. Serious juvenile offenders should be detained, he said, but in juvenile facilities.

Mr. Renfrew said other criminal justice officials, including the attorney general and the administrator for the Office of Juvenile Justice and Delinquency Prevention, supported his suggestions.

Around the Nation . . .

UNIVERSITY PARK, PA.—Elderly persons living in cities are so afraid of teenagers many remain indoors after schools let out at 3 p.m., according to a study by Geoffrey Godbey of Pennsylvania State University. The study said 88 percent of elderly persons surveyed nationwide said they cross the street or change their direction of travel just to avoid young people. Some 66 percent of those surveyed said fear of crime has greatly affected their use of facilities designed for the elderly, such as senior citizens centers and parks. Nine percent of the elderly in the study had actually been crime victims within the 12 months before the survey. ■

Bayh Says Focus Programs On Violent Juveniles

Sen. Birch Bayh (D-Ind.) has proposed legislation relating to violent crimes committed by juveniles and addressing problems posed by status offenders and non-offenders such as runaways, neglected, or abused children.

"The amendments to the Juvenile Justice and Delinquency Prevention Act which I have proposed today are practical steps to stem the tide and check the growing violent crime in our society," Sen. Bayh said.

Sen. Bayh

"This will provide a new focus for using crime control funds for programs aimed at curbing violent crimes committed by young people, especially those repeat offenders who so often terrorize neighborhoods. Moreover, this bill will make these juvenile justice programs even more effective than they already are."

The Bayh bill would extend the program for five years and delegate final authority to the administrator of the Office of Juvenile Justice and Delinquency Prevention.

Sen. Bayh has served for seven years as chairman of the Senate Judiciary Committee's Subcommittee to Investigate Juvenile Delinquency, and was the chief architect of the Juvenile Justice and Delinquency Prevention Act of 1974.

Slain Police Officers Honored

The week of May 11 through May 17 has been designated as National Police Week, with May 15 set aside as Police Officer Memorial Day—when law enforcement personnel will honor fellow officers killed in the line of duty.

Law enforcement agencies throughout the nation plan to commemorate the day with special memorial services, wreath laying ceremonies, and appropriate civic activities to honor those who died in service to their community.

In 1979, 105 local, county, state, and federal law enforcement officers were killed, a 13 percent increase from 93 in 1978, the FBI reported.

The FBI said firearms were used in 95 percent of the slayings. Four officials were slain with knives or other cutting instruments, and one was killed by a bomb.

Cooperation Needed, President Says

Coordination. Cooperation. Consultation. Communication.

These, said President Carter, are crucial elements in effective law enforcement, and he said they are elements not always present among federal, state and local criminal justice organizations.

"When I was governor (of Georgia)," the President told a group of 70 top law enforcement officials, "I was quite often disconcerted at the lack . . . of cooperation among the different law enforcement agencies with which I had to deal . . . (they) quite often were too preoccupied with the preservation of their own independence and autonomy, and sometimes the protection of their own law enforcement turf, and not adequately preoccupied with how they could cooperate with other law enforcement agencies in enforcing the law . . ."

The President's comments, made at the White House, came after an all-day meeting on arson and heroin trafficking, hosted by Attorney General Benjamin R. Civiletti and Deputy Attorney General Charles B. Renfrew. Those attending included state attorneys general, federal, state and local prosecutors, and police executives.

President Carter pledged to support the law enforcement officials in the enforcement of the law, saying he recognized "the difficulties that you face in a rapidly changing world."

"Let me say I have a deep appreciation for what you are accomplishing, a realization of the difficulties of law enforcement in our societal structure, and I want to let you know that you've got my absolute backing, my absolute support, and my deep desire for a closer coordination and cooperation with you in the future to protect our people . . .," the President said.

Joining Mr. Civiletti and Judge Renfrew at the seminar were FBI Director William H. Webster; G. R. Dickerson, director, Bureau of Alcohol, Tobacco and Firearms; Gordon Vickery, administrator, U.S. Fire Administration; Homer F. Broome, Jr., acting administrator, LEAA; Henry S. Dogin, acting director, OJARS; Philip B. Heymann, assistant attorney general, Criminal Division; and Peter B. Bensinger, administrator, Drug Enforcement Administration. ■

Police Accreditation Financing Will Continue

Acting Administrator Homer F. Broome, Jr., has pledged that LEAA will continue financing the Commission on Accreditation for Law Enforcement Agencies through the next two years despite possible funding cuts that would eliminate the agency.

"I promise you that LEAA will keep its commitment to you and will keep this commission alive through October 1, 1982," Mr. Broome said at a recent commission meeting.

The pledge to continue financial support for the commission assures the development of performance standards for police and sheriff's departments and of a certification method.

Mr. Broome said later the accreditation program was long overdue.

"We've had police standards on the books since 1967," he said. "It's time we cleaned them up, coupled them with newly-developed standards, and put them into effect."

An initial grant of $1.5 million to conduct the project was awarded to the International Association of Chiefs of Police, National Organization of Black Law Enforcement Executives, National Sheriffs' Association, and Police Executives' Research Forum last September. These funds will support the commission through March 1981.

"These four organizations represent the best of all interests in law enforcement. Because this opinion is widely shared, I'm confident that when the accreditation process has been established, law enforcement agencies will participate," Mr. Broome said.

Several attempts to develop standards for police and law enforcement operations have been undertaken by several groups over the last several years, but they failed to develop a certifying or accrediting process, an important addition to the current effort.

The earlier findings will be used by the commission in its work. In addition, the commission will review the work of other accrediting bodies in the legal, medical and corrections fields.

Many Computer Crimes Not Reported

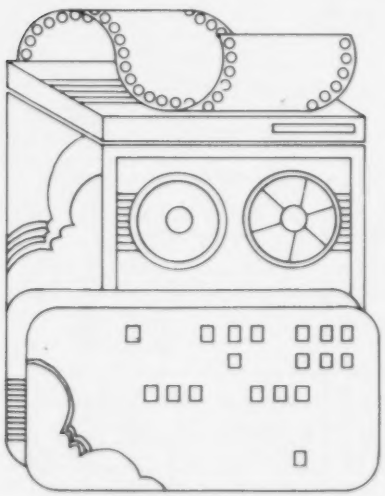
When a computer consultant was arrested for the theft of $10.2 million from a Los Angeles bank, bank officials minimized the crime, denying that the theft involved a computer.

In England, a company programmer stole large amounts of money over several years then, when discovered, blackmailed company officials into giving him a good recommendation. He then committed the same theft against his new employer.

These examples of how some companies fail to pursue computer fraud are provided in "The Investigation of Computer Crime," one of a series of guides for police and prosecutors prepared by the Battelle National Center on White-Collar Crime, Seattle, Washington. The guides and training programs conducted by the center are supported by an LEAA grant of $199,000.

The examples in the guide highlight "the widely quoted statistics that only 14 percent of all computer crime is reported to police," according to the author, Jay J. Becker, who heads the antitrust section of the Los Angeles County, California, District Attorney's Office and directs the National Center for Computer Crime Data.

"Some business people are afraid they'll lose face or damage their companies' reputations if people find out that a computer crime has been committed," Mr. Becker said. "Some may feel that the criminal justice system can't cope properly with this kind of crime so why bother to report it."



However, Mr. Becker said many law enforcement agencies have improved their ability to investigate such crimes and prosecutors are fast gaining experience in trying them, despite a lack of case law in the field.

He concluded this after interviewing several dozen trial attorneys, law enforcement officials, computer specialists, accountants, and others who have been involved in computer crime cases to provide a series of "do's" and "don't's" for police and prosecutors. For example, the guide says:

—The investigator should exercise greater care than usual in preparing a search warrant for computer crime because this is a technical area often new to judges. The detailed affidavit should cover all the "technical bases" but should be comprehensible to someone unfamiliar with computers.

—In making an emergency seizure of evidence, the investigator should exercise great restraint. "It is possible to hurt the investigation—not to mention the computer operation—by overhasty seizure of evidence," the guide points out. "Many computer systems are . . . always in operation. Simply stopping the machine might destroy evidence."

—Computer tapes are not necessarily distinguishable to the human eye. It is necessary to develop permanent marking systems to keep track of such evidence.

Evidence Differs

It is important to know precisely how a computer crime differs from another theft and how to cope with those differences, the guide says. The evidence, for example, is different, ranging from tapes to discs to documents. The volume can be enormous. For instance, according to the guide, there were 3,000 reels of tape involved in one particular case.

If the evidence is in the computer itself, the guide warns that law enforcement officials may have to establish an around-the-clock guard in the office of the victim-company to safeguard the evidence.

Mr. Becker estimates the average loss from crimes involving computers is about $450,000 per instance compared with an average loss of $9,000 from bank robbery and $19,000 for embezzlement.

"And that's just the tip of the iceberg," adds Mr. Becker, "because of under-reporting. Moreover, only one of 22,000 computer criminals goes to jail."

Increasing Problem

A colleague, Arthur del Negro, who heads the LEAA-supported Economic Crime Project conducted by the National District Attorneys' Association, sees computer fraud as an increasing problem.

"In terms of dollar vulnerability, I see it as the largest single source of concern to law enforcement agencies involved in fighting economic crimes," he said.

Copies of "The Investigation of Computer Crime" are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is 027-000-00897-6. The price is $3.75 per copy, prepaid. ■

Police Patrols

(continued from page 1)

The study said, for example, that the patrol strategy adopted by a given police department often affects the robbery rate just by changing the probability that an arrest will be made.

If a criminal knows that the police are actively stopping suspicious persons and making field checks, or if he sees more police on patrol, he may not commit a robbery because he perceives that his chances of being caught are greater, the authors said. This perception by itself will often lower the crime rate in a given city or district.

Stressing that spending more money does not always mean better law enforcement, the study said this aim can often be accomplished by "having police organizations capable of devising and maintaining a personnel, incentive, and management system that delivers more law enforcement."

Copies of the study are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is 027-000-00874-7. The price is $2.00 per copy, prepaid. ■

Twelve Days/Three Trials vs. One Day/One Trial

by Pamela Taylor

Dear Citizen: By the attached notice, you are summoned for jury duty in the Superior Court of the District of Columbia.

And so begins the letter that dispatches thousands of Washington, D.C., residents annually to serve for two weeks as jurors in the District's court of general jurisdiction.

The initial response from most of these citizens—and mine—was how to get excused from this two weeks "drudgery."

Why do people—why did I—attempt to shirk the privilege and responsibility that comes with living in a free society? Probably, the answer lies in the traditional juror experience: wasted hours and days; irregular, often inflexible hours; weeks away from home or work; loss of income for some; ***and*** the waiting, sometimes never to serve as a juror.

It was this type of experience that led to the Law Enforcement Assistance Administration's (LEAA) funding and championing of a national jury reform movement begun in the early seventies and peaking with today's trend toward variations on the One-Day/One-Trial jury system concept.

One-Day/One-Trial is in operation in approximately 20 jurisdictions in the country, including Washington's neighboring Montgomery County, Maryland. It works very simply: a juror is summoned for jury duty for the length of one day or one trial, if selected for a jury.

In the Montgomery County Circuit Court, the average jury trial is two days. As a result there have been few, if any, complaints from the 60,000 county residents who have been summoned for jury service since that court changed its system in January 1979, according to James A. Pearo, Jr., the Montgomery County Circuit Court administrator.

One juror's reaction after serving for two days in Montgomery County:

"It was all over before my fascination with the process—the trial itself, the interaction of jurors, courthouse life—had begun to wear thin. As I drove home after my jury panel was excused, I found myself actually looking forward to my next summons. I had been pleasantly surprised. What's more, I found that my transformation from reluctant to proud juror was something I held in common with most of the other men and women on my jury."

Served For 12 Days

I, too, underwent a transformation after my service in D.C. Superior Court last August. I served for a full 12 days (two weeks) and was selected for three juries. I felt proud and satisfied that I was fullfilling an essential civic responsibility and public duty as a citizen.

But quite frankly, I don't look forward to the possibility of being summoned again.

I—and most of the 600 to 700 jurors summoned to Superior Court with me—would gladly agree to serve on jury duty a day or two once every three years as in Montgomery County. But to be asked to serve 12 or more days at one stretch is too much.

Jury satisfaction is not the only plus under the One-Day/One-Trial system. Montgomery County taxpayers saved as much as $40,000 in jury fees alone last year.

A recent study evaluating the current District of Columbia Superior Court system found that there was a tendency to overcall prospective jurors, with little effective correlation between the number of jurors available and the number used. The result, according to the report, was an estimated cost of $1.5 million in jury fees alone.

Jurors Called As Needed

One-Day/One-Trial systems use computer technology, which allows officials to call only the number of jurors needed on a given day. The study, "Report on the Petit Jury System of the Superior Court of the District of Columbia," June 1979, said there were "conflicting opinions as to the capability of the D.C. Courthouse computer facilities to handle a One-Day/One-Trial jury system." It did urge court officials to investigate the feasibility of converting the present system, and, at the very least, adopt immediately a juror term of one week—the recommended term in the model code of the National Conference of Metropolitan Courts.

Another feature that distinguishes the two systems is the telephone call-in procedure. In Montgomery County, prospective jurors are given a special number to call the day before they are scheduled to find out if they are needed. If they are not, they are excused. There is no call-in system in the District. Whether needed or not, one must appear unless excused by the jury officer. A call-in system would allow jurors in Superior Court to report to their jobs or tend to other matters on days when they were not needed—a much more efficient and cost-effective system.

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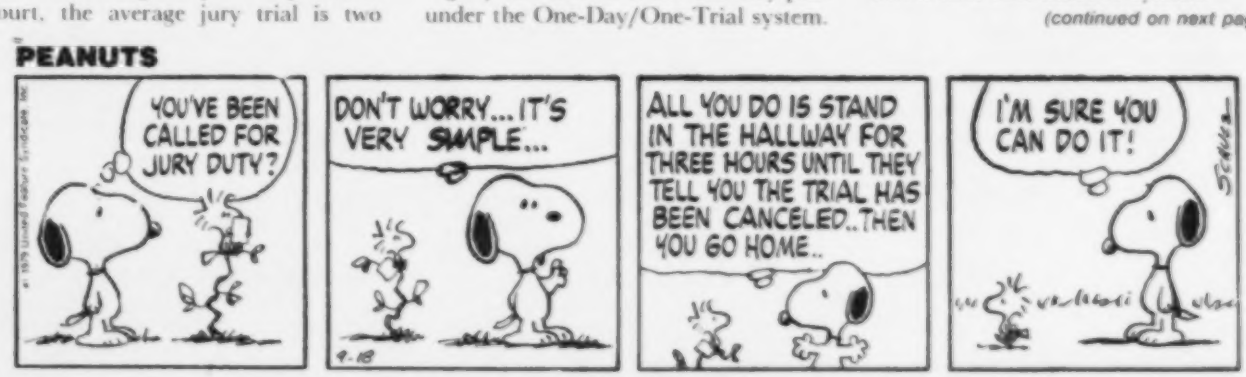
PEANUTS
YOU'VE BEEN CALLED FOR JURY DUTY?
DON'T WORRY... IT'S VERY SIMPLE...
ALL YOU DO IS STAND IN THE HALLWAY FOR THREE HOURS UNTIL THEY TELL YOU THE TRIAL HAS BEEN CANCELED..THEN YOU GO HOME..
I'M SURE YOU CAN DO IT!

Views In The News

NOTIFYING WITNESSES: "As advocates of a witness notification program here know all too well, the lack of testimony from those with knowledge of a crime can lead to dismissal of a case—letting an individual charged with a crime walk away without a trial. It is a disturbing, frustrating weakness in the justice system.

"Citizens in Peoria, Ill., were as bothered as the people here and in communities across the United States. In Peoria concerned leaders took action . . .

"A witness information service was started five years ago with a grant from the Law Enforcement Assistance Administration . . . The program is now financed by the county and operated in the state attorney's office in Peoria County. Witnesses are contacted by telephone, oriented on the judicial process and the part they will play in it and offered transportation. A volunteer stays near the courtroom to answer questions and to help witnesses get to the proper place.

"Currently witnesses who are helped by the program appear 58 percent of the time. The appearance rate is 41 percent for those who do not take part. Nineteen percent of the cases were dismissed, a recent study showed, in instances where the program contacted witnesses. The rate rose to 30 percent in cases in which contacts were not made . . .

"Notification projects can help fill a huge, debilitating void in the justice system. Without witnesses and victims to testify, the prosecution of criminals is severely weakened . . ." —*Editorial, Kansas City, Mo., Star.*

EDUCATING JUDGES: "Once judges are appointed or elected to office, they have with rare exception a lifetime hold on the job. . .

"Once on the bench, judges operate with considerable autonomy; whether they are good or bad judges depends largely on what they choose to do to keep abreast of changes in laws and courtroom procedures. . .

"We believe strongly that judges should be encouraged to continue their judicial education and for that reason we applaud the Georgia Senate Judiciary Committee's decision to eliminate a House-passed limitation on how much judges can spend for continuing education."—*Editorial, The Atlanta Journal, Atlanta, Ga.*

MODERNIZING JUVENILE JUSTICE: "We're glad that a lobby of juvenile court judges has been unable to stop an important movement toward reform of the juvenile justice system. The American Bar Association has endorsed all but one of the 20 volumes of recommendations produced by a special commission that for nine years has studied how youths are dealt with in the courts. The study was made on behalf of the association and the Institute of Judicial Administration. It's recommendations, which states are free to adopt or ignore, address every aspect of juvenile justice from the right to counsel to philosophy of punishment. We have reservations about some of the proposals, but on the whole the panel has made an extremely valuable contribution to modernizing the system."

"Since their inception in the late 1800's, juvenile courts have considered themselves surrogate parents, capable of protecting both society and misguided children. They have usually dealt firmly with dangerous delinquents. But they have also shunted children who are only runaways off to reform schools, supposedly for their own good, and for terms as long as those meted out to youths who commit serious crimes. Since judges and probation officers claim to have each child's best interests at heart, defense counsel and normal rules of evidence have often been dispensed with . . ."

"Ultimately, policies on juvenile justice are the responsibility of state legislatures. The standards developed by Judge Kaufman's commission will be a great help to states that would bring their children's courts, even at this late date, into the 20th century."—*Editorial, The New York Times.*

Jury Duty Differs

(continued from page 6)

Another major difference in the two systems is the post-evaluation of the jury experience. All jurors in Montgomery County fill out a questionnaire when their one day or one trial is completed. No regular system of juror evaluation exists in Superior Court.

Not only are some of the most productive suggestions for improvements in jury systems available from the jurors themselves, studies have found that the very act of asking jurors for their opinions and observations regarding their experiences improves their attitudes about serving.

And, in the final analysis, isn't that what the system is aiming for—improved juror performance through convenience?

Pamela Taylor is a writer-editor for the Office of Justice Assistance, Research, and Statistics, U.S. Department of Justice. ■

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Key To A Safer Society: Imprison Hab

A study of 624 felons serving time in five California state prisons shows that 8 percent of them committed more than 60 crimes each per year in the three years before their imprisonment.

More than half those studied committed less than three crimes each year during the same period, leading the researchers to conclude:

"Incarceration of the most active 8 percent might prevent three times as many crimes as the incarceration of the least active half of California prisoners."

The report, "Doing Crime: A Survey of California Prison Inmates," was one of the studies completed by the Rand Corporation between 1977 and 1979 under a two-year, $648,508 grant from the National Institute of Justice (NIJ).

Rand, under a long-range NIJ research priority, has been conducting a study of career criminals since 1975. Research completed under an initial NIJ grant of $592,830 included an analysis of the criminal careers of 49 habitual felons. A third project, scheduled for completion next year, will analyze data collected on 2,500 prisoners in California, Michigan, and Texas.

Crimes Started Early

The study drew this profile of the typical prison inmate who commits the bulk of the crime: a male who began committing crimes as early as 12 or 14 and reached a career peak in his early 20's, then tapered his activity until 30 when his career generally ended. He was heavily involved with drugs, both as a buyer and user, was unmarried, and usually unemployed. His motivation was mainly a desire for "high living."

The 624 inmates—all men—were guaranteed anonymity to volunteer information about all crimes they had committed—whether or not they were ever arrested or convicted for them—during the three years before their imprisonment. They also were asked about their use of drugs, attitude towards crime, and their economic circumstances, and reported on their prior criminal records, their reasons for committing crime, and their perceptions of the payoffs and penalties of doing crime.

An executive summary of the study says the information "can be used to estimate how alternative prison or jail terms reduce crime through separating offenders from society—the incapacitation effect."

"Such findings can suggest what types of offenders might be singled out for special handling by career criminal prosecution programs, or how the incapacitation effect might be increased by increasing the length of terms for some prisoners while reducing incarceration for others. The findings can suggest what information about convicted offenders' previous behavior might be taken into account when sentencing them," the study said.

In pointing out that a relatively few inmates account for a disproportionate share of crime, the report said that one-fourth of the inmates surveyed committed 65 percent of the burglaries, 58 percent of the robberies, 46 percent of the assaults, and 60 percent of the auto thefts.

Harry Bratt, acting director of the NIJ, said the study verifies previous research showing that a relatively small percentage of offenders commit a disproportionate number of crimes.

Prosecute Repeaters

He said a study by the Institute for Law and Social Research (INSLAW) showed that during a 56-month period (1971-75), 7 percent of the defendants accounted for 24 percent of the cases coming into the Superior Court in Washington, D.C.

"Since 1975, we have financed special units in 70 metropolitan areas to concentrate on prosecuting career criminals. It is becoming increasingly obvious that we can make our cities safer by prosecuting and incarcerating

tual Offenders Who Commit Most Crime

these repeat offenders," Mr. Bratt said.

"This new study reaffirms that we must try to devote an appropriate share of our limited criminal justice resources getting offenders off the street who in some cases are averaging more than a felony per week."

The Law Enforcement Assistance Administration (LEAA) financed the INSLAW study.

Patrick Langan, NIJ project monitor, emphasized the tentative nature of the Rand study findings.

"Information supplied by inmates themselves is a valuable adjunct to official data," Mr. Langan noted, "but its limitations must be kept in mind. Some inmates may forget, or exaggerate, past criminal activities.

"These and other research questions are being explored by Rand in the project's final phase. When the research is completed next year, we will be in a better position to assess the crime reduction benefits of alternative imprisonment policies."

Approximately 90 percent of the inmates said they had committed at least one crime in the 36 months before their imprisonment.

Few Specialists

Most inmates admitted committing crimes in addition to the ones for which they were imprisoned; half said they had committed four or more different types of crime in the three years before their imprisonment.

Seventy percent reported committing more than one type of crime, whereas only 25 percent said they were serving sentences for more than one type of crime.

The researchers said that "relatively few inmates were specialists who committed only one type of crime at high rates. These specialists represented at most 10 percent of the sample."

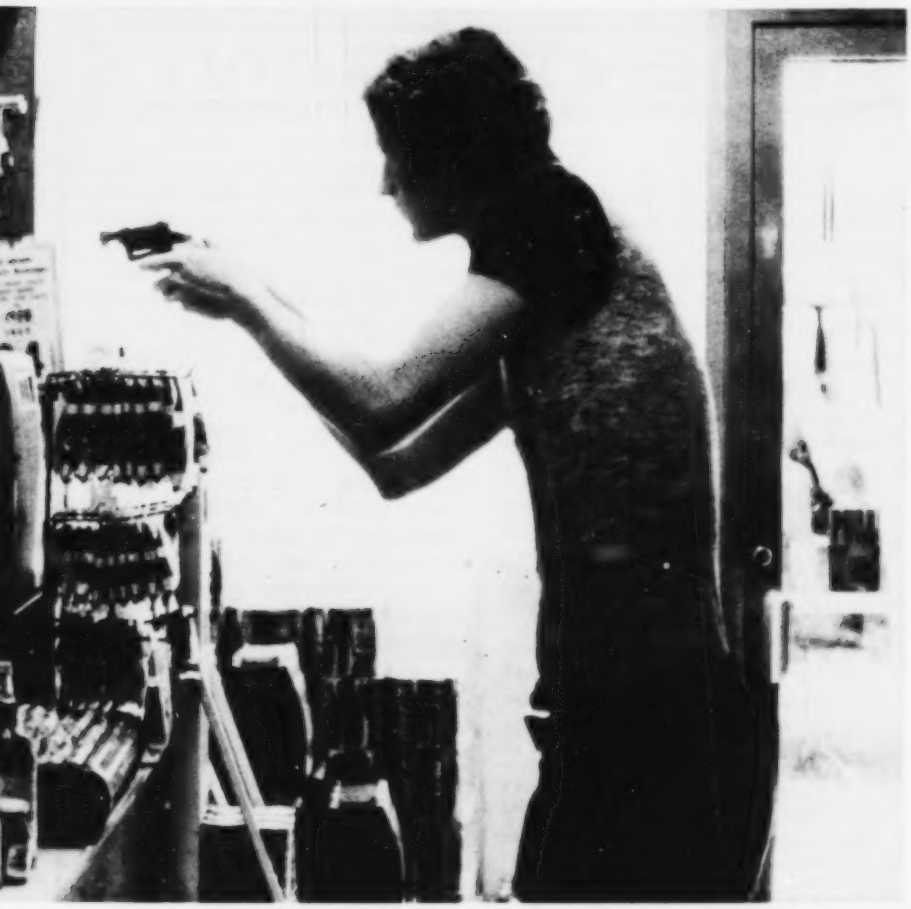
The study said over 40 percent of the inmates admitted to use of or addiction to drugs during the three years before their imprisonment. Most used heroin.

The report said that drug use played a large role in property crime.

"Drug users reported substantially more property crime than did nonusers," said the report, "and this relationship persists even after controlling for other personal characteristics."

The survey said that offenders who reported committing many recent crimes were likely to have lengthy criminal records, as measured by the number of self-reported felony and misdemeanor convictions.

The report said offenders who did not work or seldom worked, and those holding a series of short-time jobs, tended to commit more crime, as did those who moved frequently from city to city.



Self-Concept A Factor

Studying the inmates' psychological characteristics, the survey said that criminal activity was strongly associated with self-concept.

"Sixty percent of the respondents indicated that before they were arrested, they thought of themselves as some type of criminal, e.g., a robber, a thief, a burglar," the report said. "In contrast, one-fourth of the respondents thought of themselves as noncriminals, 'straight.'"

The remaining 15 percent did not describe themselves either as criminals or solely as straights, "but chose some other socially deviant identity, e.g., drug user/addict, gang member."

Explaining their reasons for their principal crimes, 47 percent of the 624 felons said "economic distress" was their primary motivation. Thirty-five percent listed a desire for "high living," and 14 percent reported that "temper" was responsible.

Copies of the study, "Doing Crime: A Survey of California Prison Inmates," are not yet available. Additional information is available from the National Institute of Justice, 633 Indiana Avenue, N.W., Washington, D.C. 20531.■

LEAA Credited With Supporting Innovations

City planners in 59 major cities credit the LEAA with improving coordination among criminal justice agencies at all levels of government and making it possible to create new, innovative local programs, according to a survey by the National League of Cities.

The survey report noted, "Many programs such as PROMIS (Prosecutors' Management Information System) and victim/witness assistance programs, which now are an accepted part of many cities' plans to combat crime, began as experimental efforts with grants from LEAA."

The cities surveyed also cited the LEAA-sponsored criminal justice coordinating councils as especially useful for exchanging information and planning future projects. Other benefits credited to LEAA included the improvement of a "systems" outlook in criminal justice, availability of equipment and training for police officers, and the establishment of guidelines and resources to enable localities to improve corrections.

These were among items on a questionnaire the League used to query the city planners by telephone. The survey was directed by the League's Criminal Justice Project, an information and education service on public safety for city officials. The project receives about $190,000 yearly in LEAA funds.

Over-regulation Cited

Asked about problems with the LEAA program, the "almost universal complaint" concerned relationships with the state planning agencies, the report noted. State planning agencies receive the bulk of LEAA funds in block grants and administer the funds on a statewide basis.

"In particular," the report said, "they (local people) cite what they consider the state planning agencies' over-regulation and unrealistic guidelines. Local people also complain about the increasing amount of paperwork and forms required at both state and federal levels."

Cities surveyed have populations of more than 250,000 and have received LEAA funding for a variety of programs over the past 10 years. The survey asked about the agency's impact in such areas as jury management and police officer safety; any major benefit to the city; whether the city has any of 15 "experimental" programs such as PROMIS; and any problems with the LEAA effort.

Sheila Sugarman, acting director of the project, said, "The purpose was to give us an idea of where LEAA was at a time (September 1979) when the agency's reauthorization legislation was pending. We wanted to see what the benefits were for cities. Nobody had ever studied this before. And because we represent cities, we were particularly interested in this aspect of LEAA."

The survey found that 54 of the 59 cities have a community crime prevention program and 45 have shelters for battered women. More than half also have programs dealing with career criminals, juvenile status offenders such as truants and runaways, victim assistance, jury management, pretrial release, and prevention of sexual assault.

Most of the financing of the programs was from LEAA either as the sole source of funds or combined with local and state money.

Changes Wanted

Asked about change in the program, the cities said they want "coherent, consistent program guidance" at the federal and state levels and a stronger role for locals. Most felt that the partnership between cities and the federal government should be equal to the federal-state partnership. They also stressed the need for program evaluation.

Copies of the report, "Ten Years of LEAA," are available from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850.

RECENT GRANTS

LEAA

- $100,000 to the **Florida State University Criminal Justice Training Center** to provide technical assistance to state and local criminal justice planning agencies in eight southeastern states.
- $900,000 to the **Campus Community Involvement Center** in Los Angeles to establish a community-based treatment program for young offenders.
- $146,000 to the **San Mateo, California, Police Department** for the second-phase of its Integrated Criminal Apprehension Program (ICAP).
- $265,635 to **O.D.N. Productions, Incorporated,** of New York City to prepare counseling and training materials that will be used in working with wife-beaters.
- $870,414 to the **Better Boys Foundation** of Chicago, Illinois, to create a community-based treatment program for young offenders.
- $700,000 to the **Model Committee Staff Project in Juvenile Justice,** Denver, Colorado, to continue staffing LEGIS/50—model legislative committees in juvenile justice.
- $70,000 to the **Community Research Forum** (CRF) of the University of Illinois, Champaign, to develop and study strategies for the removal of juveniles from adult jails and lockups.
- $176,779 to the **Behavioral Research Institute** in Boulder, Colorado, for the final phase of a three-year research program assessing delinquent behavior, including drug and alcohol use by youths.

NIJ

- $248,500 to the **American Justice Institute,** Sacramento, California, to conduct a research project to analyze how staff size and the use of personnel affects the climate and operations of prisons.

Publications

Mathematical Criminology, by David F. Greenberg, is available from the Rutgers University Press. Price is $19.50. To order write RUP, 30 College Ave., New Brunswick, N.J. 08903.

Court Management Journal, second annual edition, sponsored by five professional court administrative organizations, is available from the National Center for State Courts. Price is $5.00. To order write Secretariat Division, NCSC, 300 Newport Ave., Williamsburg, Va. 23185.

Third Annual Conference on Fire Research, summarizes the fire research activities of the National Bureau of Standards and may be ordered from the National Technical Information Service. Price is $12.00. Order number is PB 30-110240. To order write NTIS, Springfield, Va. 22161.

Some Useful Notes Re: Investigative Accounting, by Robert F. Milne, and the **Insurance Fraud Manual,** a primer on investigation and prosecution, are both published by the National District Attorneys Association's Economic Crime Project. To order write Economic Crime Project, NDAA, 666 North Lake Shore Drive, Suite 1432, Chicago, Ill. 60611.

Trends in Child Protection Laws—1979, prepared by the Education Commission of the States, analyzes child protection statutes in each state as enacted, amended, or revised through 1978. Price is $2.50. To order write ECS, Suite 300, 1860 Lincoln St., Denver, Colo. 80295.

Community Crime Prevention: A Neighborhood Action Guide, developed by the Neighborhood-based Technologies Project with U.S. Dept. of Housing and Urban Development funds, and published by the Civic Action Institute. Price is $1.00. To order write CAI, 1010 16th Street, N.W., Washington, D.C. 20036.

Directory of Correctional Institutions and Agencies, 1980 Edition, details the organizational structure of each state correctional system as well as the federal and Canadian systems; and **National Jail and Adult Detention Directory** lists all jails and detention facilities in the U.S. Each directory is priced at $20.00. To order write Publications, American Correctional Association, 4321 Hartwick Rd., L-208, College Park, Md. 20740.

Federal-State Law Enforcement Committees (Sept. 1979), $3.00; **The Structure of State Legal Services** (Aug. 1979), $4.50; **Organized Auto Theft** (July 1979), $4.50; **Official Liability: Immunity Under Section 1983** (July 1979), $5.00; and **Sovereign Immunity: The Tort Liability of Government and Its Officials** (Sept. 1979), $5.00. Published by the Committee on the Office of Attorney General, National Association of Attorneys General. To order write Publications Dept., NAAG, 3901 Barrett Drive, Raleigh, N.C. 27609.

Coloring Book Supply Limited

Help! OJARS Public Information is being swamped with requests for the "Play It Safe" coloring book described in the February issue of the *News*.

Because of the thousands of requests the office has received for the free book, the limit on copies is 200 per group. However, groups may reproduce as many copies of the coloring book as they need.

To order from one to 200 copies of the "Play It Safe" coloring book, write to OJARS Public Information, 633 Indiana Avenue, N.W., Washington, D.C. 20531.

Training Manual Offered by ACA

The American Correctional Association (ACA) is offering a training package designed to increase employment opportunities for ex-offenders.

The Pre-Employment Training Curriculum introduces inmates to skills needed to cope with contemporary society and for locating and acquiring employment.

The curriculum was tested at four local jails from 1977 to 1979 by the Coordinated Community Offender Employment program, which was sponsored by the ACA and financed by an LEAA grant. It is designed for use in jails and other types of correctional settings, ranging from community-based institutions to prisons, and for juvenile as well as adult offenders.

Curriculum materials—*Program Manual* ($11.00), *Teacher's Guide* ($15.00), and the *Curriculum Set* (16 booklets, $20.00)—are available from the Comprehensive Work Entry Program, American Correctional Association, 4321 Hartwick Road, Suite L-208, College Park, Md. 20740.

$100,000 Grant Awarded

Forensic Toxicology Laboratories Evaluated

The National Institute of Justice has announced it will support a $100,000 program to assess the performance of the nation's 200 forensic toxicology laboratories—generally a part of the medical examiner's or coroner's offices.

The program stems from the 1978 results of a test of 40 laboratories conducted by the American Academy of Forensic Sciences in which 15 laboratories couldn't identify the commonly-prescribed drug Demerol in a blood sample, and another 15 incorrectly measured the amount of Demerol in the sample.

"The results of this test indicated that there was a marked disparity among the laboratories in the quality of their performance, and that a more thorough and rigorous assessment of the profession was needed," John O. Sullivan, manager of NIJ's Forensic Sciences Program, said.

Mr. Sullivan said forensic toxicologists perform three million post-mortem examinations annually to detect the presence of poisons, drugs, and chemicals.

"Forensic toxicologists interpret their findings in terms of the hazard they represent to the person involved, and present their views in expert testimony, written reports, and interpretations to the public, their associates, and the courts," said Mr. Sullivan.

"Obviously the possibility of an erroneous laboratory report is of great concern to the entire criminal justice system and the nation," he said.

Mr. Sullivan noted that the findings of forensic toxicologists figured prominently in two recent trials that evoked nationwide publicity: State vs. Jascalevich (New Jersey, 1976) and State vs. Coppolino (Florida, 1967).

"A great deal of controversy in those cases involved the test procedures used and the interpretation of the data," said Mr. Sullivan.

"The ultimate aim of this program is to assure high performance levels in forensic toxicology—a fundamental realization of justice in both civil and criminal matters," he said.

Under the competitive solicitation announced today, an agency or organization would be required to outline a proposal that would meet these objectives:

—Assess the analytical accuracy of forensic toxicology laboratories in detecting drugs and chemicals in selected specimens.

—Analyze those results.

—Prepare a series of recommendations.

—Construct a nationwide proficiency testing model for the laboratories.

Participation by the laboratories would be voluntary.

"We are most interested in upgrading the quality of forensic science services in the criminal justice system," said Mr. Sullivan, "and assuring the American public of the equality of such services on a nationwide basis."

Two years ago, NIJ tested the nation's crime laboratories and discovered a wide variation in proficiency levels. It has since launched a program to correct those deficiencies, said Mr. Sullivan.

Additional information concerning the current announcement is available from Mr. Sullivan, Police Division, Office of Research Programs, NIJ, 633 Indiana Avenue, N.W., Washington, D.C., 20531, (301) 492-9110. ■

Information Tool Effective

(continued from page 2)

many cases were disposed of in a preliminary hearing; how many before trial; how many during trial; the reasons for each disposition; the court's activity on the charges; and the results of all that capability to identify defendants with outstanding warrants and criminal records. We will be able to provide the courts with accurate background information for bonding purposes. We will be able to identify persons currently or previously on a deferred status and examine a defendant's current status prior to terminating deferment or probation. Finally, we will be able to monitor and enforce restitution orders and advise the courts of costs that should be imposed upon defendants.

To be meaningful, information generated by PROMIS must be explained in terms of solving or controlling problems of crime and improving the justice system. Each jurisdiction must identify the policies and procedures which are necessary and effective in dealing with general and specialized problems of crime within its own jurisdiction. The results will reflect the measure of success in solving those problems within that jurisdiction only. We must abandon the traditional "track record" comparisons illustrated earlier.

The same factual data base will be accumulated in every district attorney's office; but if we avoid the track-record concept, the data can be interpreted in terms of the prosecution philosophy, practice, and prroblems peculiar to each jurisdiction. We will be able to measure the results of varying policies and procedures on crime within that jurisdiction.

Some legitimate comparisons can be made with this information. For example, it would be fair to measure whether prosecutors are too strict or too lenient in accepting cases for filing. An evaluation could be made of the trial competency of the prosecutor's office and the investigative competency of police agencies. Deferred actions could be compared in terms of recidivism and restitution to victims. Comparisons also could be made on the time lapse between case filing and sentencing. There will be so many variations of so much information, that it would be senseless to try to describe all the possibilities.

From time to time comparisons will be made that will be awkward to explain. This is no more than occasionally occurs now, and should not raise any serious difficulties. Most importantly, we will have the capability to show the strengths and failings of the police, court, probation, and corrections functions, as well as prosecutors.

It is our obligation to see that the executive functions of criminal justice are carried out effectively. As the representatives of the executive branch of government in criminal justice, we also have the obligation to see that the judicial branch fulfills its duties responsibly. We can do it with PROMIS. ■

Violence Often Erupts Among Friends

Relatives and people who knew each other well were responsible for more than a fifth of the rapes, robberies, and assaults that occurred during a four-year study period from 1973 through 1976.

A National Crime Survey analysis has revealed that of 17.9 million attempted or completed violent incidents that occurred during the study period, 3.8 million (21 percent) happened between friends and/or relatives.

More than half of these incidents (55 percent) were not reported to law enforcement officials, according to the report issued by the Bureau of Justice Statistics (BJS). In the case of domestic disputes, privacy or the personal nature of the matter was the most common reason given for not reporting.

The analysis said that in 30 percent of the violent incidents involving intimates, the offenders displayed or used one or more weapons. A firearm was present in 10 percent of the cases.

An actual attack—when objects were thrown, weapons used, or victims physically abused in some other way—occurred in 60 percent of the incidents involving relatives or people who knew each other well.

About 40 percent of the attacks between people who were well acquainted resulted in injuries, of which 13 percent were serious enough to require medical care. About 10 percent required hospitalization or emergency room treatment, BJS said.

The report noted that worktime losses were relatively high for family violence, and commented that children were often a factor, especially among estranged couples, and that alcohol frequently contributed to acts of domestic violence.

The report is based on data generated by the National Crime Survey's semiannual interviews of about 136,000 occupants of some 60,000 homes across the nation.

Single copies of the report, "Intimate Victims: A Study of Violence Among Friends and Relatives," may be obtained by writing the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850.

people people people

William A. Cohan has been appointed chief of the Division of Probation of the Administrative Office of the U.S. Courts. As chief of the Probation Division, Mr. Cohan is responsible for the administrative support of the Federal Probation System.

Mr. Cohan has been assistant chief of the Division of Probation since 1963. He was originally appointed a U.S. probation officer in the Northern District of Ohio at Cleveland in September 1955. He is a graduate of the Ohio State University correctional program, and has studied social administration at the Ohio State University Graduate School.

John A. Dixon, Jr., has been elected chief justice of the Louisiana Supreme Court. Mr. Dixon served as an associate justice of the Second Supreme Court District since January 1971. From 1968 to 1971, he served two terms on the Second Circuit Court of Appeals. He was elected district judge in 1957 and re-elected twice. Mr. Dixon also served as an assistant district attorney, and from 1954 to 1957 he was in private practice. ■

Nominees Wanted For Crime Prevention Awards

The Crime Prevention Coalition is presenting Citizen Awards to recognize outstanding leadership in local and state crime prevention programs.

In addition, individuals who have made particularly outstanding contributions will be given Special Awards during what will become an annual presentation ceremony.

The Crime Prevention Coalition is composed of business, religious, civic, and law enforcement organizations. It is conducting a National Citizen's Crime Prevention Campaign to help citizens to better protect themselves and their communities against crime through individual and collective action.

Consideration for the awards will be given to people who have demonstrated outstanding leadership qualities in developing citizen participation in crime prevention programs. Such factors as innovative approaches to crime prevention, effective use of volunteers, and degree of community involvement will be weighed in determining an award.

To nominate someone, send his or her name, address, and telephone number along with a 250 to 500-word supporting statement to: the Crime Prevention Coalition, 20 Banta Place, Hackensack, N.J. 07601. Include your name and address with the nomination.

Management Training Offered Senior Police Executives

The Police Executive Research Forum and the Law Enforcement Assistance Administration have announced a new program to provide senior police managers with the type of education and training available at the nation's best graduate-level business and public administration schools.

"Many of the most productive managers in business and government benefit from the first-rate education provided by business schools affiliated with major universities," according to Homer F. Broome, Jr., LEAA acting administrator, and Bruce R. Baker, forum president and chief of police of Portland, Ore.

"The program we are announcing today will make available to senior managers who someday will be police chiefs elements of the best management education and training now being offered at university professional schools."

The goal of the program is to provide senior police managers with up-to-date tested concepts and practices used in business and government. "The current demand to increase police productivity, to work within severe municipal fiscal restraints, and to provide greater levels of service require a sophisticated, tough management professionalism which this new program seeks to enhance," Mr. Broome and Mr. Baker said.

The program, The Senior Management Institute for Police, offers a demanding four-week course taught by faculty from some of the nation's top university business and public administration schools. Applicants for the 40 appointments to the institute must occupy a senior management position in their police agencies involving significant responsibility for police development and interpretation, supervision of personnel, and responsibility for carrying out various department functional activities; have the potential for promotion to the position of police chief in their agency or another urban police agency; and be willing and able to participate actively in and benefit from an intensive management education experience.

Applications will be reviewed by an independent selection committee made up of a police chief executive, a criminal justice educator, a member of the institute faculty, and an expert in management training.

Additional information and course schedules are available from PERF, 1909 K Street, N.W., Suite 400, Washington, D.C. 20006. (202) 833-1399.

These three Frederick County (Md.) vocational center students presented a report on their shoplifting prevention campaign to OJARS Acting Director Henry S. Dogin. The students, (left to right) Marianne Houck, Donna May, and Lisa Sanders, and their counsellor, Candy S. Zenk, are members of the Frederick County chapter of the Distributive Education Clubs of America which, with the General Federation of Women's Clubs and the American Retail Federation, launched a major drive to prevent shoplifting losses. The project, now in place in the 50 states, is financed with a $245,698 LEAA grant and is modeled on a program implemented by the Georgia Retail Association to reduce teenage shoplifting. Shoplifting, accounting for losses of about $8 billion annually, is the nation's largest monetary crime.

FBI Commended For Improved Investigation

Three national law enforcement organizations have adopted a resolution commending the Federal Bureau of Investigation for its intensified efforts to combat white-collar and organized crime.

The National Sheriffs' Association, the National Organization of Black Law Enforcement Executives, and the Police Executive Research Forum commended the FBI for its intensified investigation of organized and white-collar crime and its commitment of greater resources and innovative techniques to resolving these sophisticated crimes.

The three organizations pledged to support the FBI's efforts and resolved to redouble their joint cooperative efforts to combat these crimes.

Calendar

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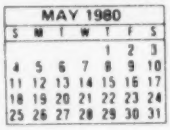

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May 19-21: Seminar on the Use of Deadly Force, Evanston, Ill., sponsored by the Traffic Institute, Northwestern University. Contact: Registrar, TI, NU, 555 Clark St., Evanston, Ill. 60204.

June 5-6: Collective Bargaining with Firefighters Unions Workshop, Hartford, Conn., and **June 10-11:** Police Collective Bargaining Techniques Workshop, Nashville, Tenn., both sponsored by the Service Program on Employer-Employee Relations of the National League of Cities. Contact: NLC-SPEER, 1620 Eye Street, N.W., Washington, D.C. 20006, 202/293-7310.

June 5-8: Women in Crisis Second Annual Conference, Washington, D.C. Contact: WIC, 444 Park Ave. South, New York, N.Y. 10016, 212/686-1942.

June 9-27: Organized Crime Investigations Course; **July 7-18:** Advanced Surveillance Techniques Course; and **July 14-18:** Coordinating Rackets Investigations Course, all held in Miami, Fla., and sponsored by the Institute on Organized Crime. Contact: IOC, 16400 N.W. 32nd Ave., Miami, Fla. 33054, 305/625-2438.

June 9-13: Protective Services: Meeting the Clandestine Threat Workshop, Washington, D.C.; **June 9-13:** Crime Analysis Workshop, Kansas City, Mo.; **June 9-13:** Police Records and Communications Workshop, Atlantic City, N.J.; **June 16-19:** The Police Executive and the Law Workshop, Cambridge, Mass.; **June 16-20:** Management of the Intelligence Function Workshop, Washington, D.C.; **June 23-26:** Police Discipline Workshop, Salt Lake City, Utah; **July 14-18:** Physical Fitness Programs for Police Workshop, Houston, Texas; **July 14-18:** Developing Administrative Staff Skills Workshop, Canton, Ohio; **July 21-25:** Allocation and Distribution of Police Manpower Workshop, Cambridge, Mass.; and **July 21-25:** Police Labor Relations Workshop, Nashville, Tenn., all sponsored by the International Association of Chiefs of Police. Contact: IACP, 11 Firstfield Rd., Gaithersburg, Md. 20760, 800/638-4085, ext. 208.

June 16-20: Constitutional Criminal Procedure Seminar, Cambridge, Mass.; **July 7-11:** Citizen Judges Academy, Boulder, Colo.; and **July 7-18:** Trial Judges Academy, Boulder, Colo., all sponsored by the American Academy of Judicial Education. Contact: AAJE, 539 Woodward Bldg., 1426 H St., N.W., Washington, D.C. 20005, 202/783-5151.

June 16-20: Managing Criminal Investigations Workshop, and **July 14-18:** Internal Affairs Workshop, both held in Dallas, Texas, and sponsored by the Southwestern Law Enforcement Institute. Contact: Donald T. Shanahan, Direcor, SWLEI, P.O. Box 707, Richardson, Texas 75080, 214/690-2370.

June 16-25: 25th Annual Juvenile Officers Institute, Minneapolis, Minn., sponsored by the Office of Delinquency Control, University of Minnesota. Contact: Richard J. Clendenen, Director, Juvenile Officers Institute, Univ. of Minn., 119 TNM, 122 Pleasant St., S.E., Minneapolis, Minn. 55455.

June 18-21: Strengthening the Executive Component of the Court Seminar, Aspen, Colo.; **July 5-Aug. 2:** Management in the Courts and Justice Environment Seminar, Snowmass, Colo.; and **July 20-25:** Management for Justice System Supervisors Seminar, Aspen, Colo., all sponsored by the Institute for Court Management. Contact: ICM, 1624 Market St., Suite 210, Denver, Colo. 80202, 303/534-3063.

June 22-26: Terrorism in the 1980s Workshop, Chicago, Ill., sponsored by North Mountain Pines Training Center. Contact: Richard W. Kobetz and Associates, NMPTC, Route 2, Box 342, Winchester, Va. 22601, 703/662-7288.

June 23-27: Child Abuse Seminar, San Diego, Calif., sponsored by the Delinquency Control Institute, University of Southern California. Contact: DCI, Child Abuse Seminar, Tyler Bldg., 3601 South Flower St., Los Angeles, Calif. 90007, 213/741-2497.

June 30-July 11: Intermediate Appellate Judges Seminar, and **July 14-15:** Senior Appellate Judges Seminar, both held in New York City, and sponsored by the Institute of Judicial Administration, New York University School of Law. Contact: Mrs. Gerry Hansen, IJA, NYUSL, 1 Washington Square Village, New York, N.Y. 10012.

July 7-9: Arson Management Workshop, Louisville, Ky., sponsored by the Southern Police Institute. Contact: SPI, School of Police Administration, Univ. of Louisville, Louisville, Ky. 40208.

July 10-11: Fundraising for Community-Based Youth Programs, Seattle, Wash., sponsored by the National Youth Work Alliance. Contact: NYWA, Room 502, 1346 Connecticut Ave., N.W., Washington, D.C. 20036, 202/785-0764.

July 13-16: Eleventh Annual Conference on School Violence and Vandalism, Fort Lauderdale, Fla., sponsored by the National Association of School Security Directors. Contact: Joseph Grealy, Administrative Assistant to the Superintendent for Internal Affairs, Broward County School Board, 1320 Southwest 4 St., Fort Lauderdale, Fla. 33312, 305/765-6201.

July 14-19: National Organization of Black Law Enforcement Executives Annual Conference and Expo '81, Baltimore, Md. Contact: NOBLE, Attn: B. L. Robinson, Conference Chairman, 601 E. Fayette St., Baltimore, Md. 21202, 301/396-2080.

July 14-24: Third Annual International Law Enforcement Divers Institute, Marquette, Mich., sponsored by the Criminal Justice Training Center of Northern Michigan University. Contact: Robert Hanson, CJTC, 104 Pierce Hall, NMU, Marquette, Mich. 49855, 906/227-2582.

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New Mexico State Penitentiary

Computerized Records Solve Problems In Riot Aftermath

As the smoke cleared after the rioting at the New Mexico State Penitentiary in February, officials were faced with the enormous task of identifying and processing inmates. Fires had destroyed the institution's record center and all its contents.

Fortunately, New Mexico had automated its inmate records through the BJS-sponsored Offender-Based State Corrections Information System (OBSCIS).

An operator at New Mexico's central data processing authority in Santa Fe, after being notified of the riot and possible danger to the prison's record system, severed the teleprocessing links between the penitentiary and the central system to save the data base.

"In the days and weeks that followed, the Offender-Based State Corrections Information System was relied on completely to account for inmates and to provide answers rapidly to questions about inmates' locations," Michael Banks, deputy secretary of the New Mexico Criminal Justice Department, said.

"The system responded without failure to more than 200 special requests for data and reports. The system thus served as the cornerstone of our efforts to re-establish prison security."

OBSCIS traces offenders from the moment they enter prison. It tracks their movement through the system, provides discharge or parole eligibility dates, reports on disciplinary incidents, helps monitor and evaluate rehabilitation programs, and facilitates the exchange of information among states and the federal government.

It also assists in projecting prison populations, statistical analysis, and program evaluation.

The OBSCIS program, begun by LEAA in 1974, has given the states $12.8 million in grants and technical assistance. The states have paid $1.2 million. Fourteen states, including New Mexico, now fund OBSCIS locally. The system covers 75 percent of the nation's prison population—some 208,000 inmates.

"While we never suspected tha. the system would ever be put to such a test, the takeover incident illustrates amply how valuable OBSCIS has become," Mr. Banks said.

"We're grateful to LEAA for urging New Mexico along the path toward automation of inmate records."

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U.S. Department of Justice

BJS
LEAA
NIJ
OJARS

Justice Assistance News

Congress Debates Budget

Two proposals concerning the 1981 appropriation for BJS, LEAA, NIJ, and OJARS are under debate in Congress.

A House proposal would appropriate $172 million for the four agencies, while the Senate measure would allocate funds under a priority program and at the same time suspend the legislation that created the four agencies.

No date was set on when the Senate and House would consider the two measures when *Justice Assistance News* went to press.

The House proposal would appropriate $100 million for the Office of Juvenile Justice and Delinquency Prevention, $12.5 million for the Public Safety Officers' Benefits program, $15 million for administration, and split $45 million between BJS and NIJ.

The Senate bill would suspend the Justice System Improvement Act of 1979 and set spending priorities in this manner:

The first $12.5 million would be earmarked for Public Safety Officers' Benefits. Any additional funds up to $100 million would be allocated to finance a national discretionary program to support projects of "proven effectiveness."

Any money appropriated over $100 million would be reserved for BJS and NIJ, up to $150 million. Money appropriated for the Juvenile Justice Act would be unaffected.

In addition, the legislation would permit 15 percent of funds left over from prior years to be spent for administration in 1981 and would prohibit the transfer of LEAA funds to other parts of the Justice Department.

These latest House and Senate proposals came after a House/Senate conference committee produced a budget resolution appropriating only $49 million for NIJ and BJS and no funds for LEAA or OJARS. ■

OJJDP To Be Reauthorized

The Senate and House have agreed to reauthorize the Office of Juvenile Justice and Delinquency Prevention, but still must iron out differences between the two bills.

For example, both bills support increased efforts to deal with the violent and chronic juvenile offender, but want to go about it in different ways.

As *Justice Assistance News* went to press, there were these other differences:

—The House bill would make OJJDP equal in stature with BJS, LEAA, NIJ and OJARS, while the Senate proposal would retain it as a part of LEAA and empower the OJJDP administrator to independently administer the division's programs.

—The House would require states to remove juveniles from adult jails and lock-ups within five years and give them another two years to come within 75 percent of that goal. The Senate bill does not contain such a provision.

The Senate and House have agreed to retain the office's research arm. ■

Crime Up Again

Crime in the U.S. rose 8 percent in 1979, the sharpest climb since 1975, according to preliminary figures released by the FBI.

The figures showed that crime rose 8 percent in cities with more than 50,000 population, and 11 percent in smaller cities.

Violent crime was up 11 percent from 1978, with forcible rape and robbery each up 12 percent, and murder and aggravated assault each up 9 percent. Property crime increased 8 percent; motor vehicle theft, 10 percent; larceny-theft, 9 percent; and burglary, 6 percent.

The 8 percent increase in 1979 compared to a 2 percent increase in 1978, a 3 percent decrease during 1977, and no change during 1976.

The South showed the highest increase in reported crime—10 percent—with robbery increasing 17 percent, forcible rape 14 percent, motor vehicle theft 16 percent, murder and burglary each 10 percent, and aggravated assault and larceny-theft each 9 percent.

The North Central region had the least increase in reported crime—7 percent—followed by the West—8 percent—and the Northeast—9 percent. ■

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Malcolm Barr, Director
Anne R. Voigt, Editor

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the U.S. Department of Justice. Use of funds for printing this periodical has been approved by the director of the Office of Management and Budget through June 30, 1980. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING. . .

More Programs Needed For Mentally Retarded Offenders

Henry S. Dogin, director of the Office of Justice Assistance, Research, and Statistics (OJARS), spoke recently before the National Symposium on the Mentally Retarded and Developmentally Disabled Offender in Columbia, South Carolina. Excerpts from his address follow.

The other day, I read an article that graphically described the complicated problem criminal justice practitioners are dealing with in trying to find both humane and sensible solutions in helping the mentally retarded and developmentally disabled offender. The article told of one case in which a 43-year-old man held up donut shops. His "weapon" was a pointed finger inside his coat pocket. The "modus operandi" was always the same: the man approached the counter, demanded money—and a dozen donuts. And the police were always able to catch him, for after the "robbery" he was standing outside the shop eating the donuts. His IQ was 61.

Another example told of a 33-year-old man who behaved as a 10-year-old. He is serving a five-year prison term for robbery. Police had no trouble apprehending him because he signed his name on the hold-up note he gave the bank teller.

These somewhat pathetic examples are perhaps more akin to pranks than crime, but they do not by any means tell the full story of the relationship between crime and the mentally retarded and developmentally disabled person.

Studies show that the retarded person most frequently is convicted of burglary and breaking and entering. But they also show that 13 percent of their crimes involve homicide and another 5 percent involve rape and other sexual crimes.

Other studies show that mentally retarded offenders comprise a substantial number of people. Some analysts say as many as 25,000 retarded people populate our prisons. Others suggest that figure may be as high as 50,000; one statistician claims the number may be as much as 15 percent of the nation's total prison population or 500,000 people. In any case, the criminal justice system is not dealing with a mere handful of people.

These are offenders who frequently repeat their crimes. Often, they make no attempt to disguise what they've done. Nor do they run from the scene. As a result, they generally are easily arrested. The courts quickly mete out their sentences—which tend to be served in full because probation officials often see little hope for rehabilitation. Many never are paroled.

The criminal justice system, then, faces a serious problem with the mentally retarded and developmentally disabled offender. And, it's not a new problem. It's a problem that has been with us for some time with little, if any, forward movement.

Many lay the blame for the lack of progress on what you might call a turf issue: Just who is responsible for these people?

Some believe the mentally retarded offender is less a lawbreaker and more a person who lacks training on how to function responsibly in society. They feel this individual should be placed in a treatment facility specifically designed to provide all necessary instruction.

Others feel that mental health agencies are ill-equipped to deal with the sometimes violent and aggressive behavior of the mentally retarded individual. They insist such people can be treated only in a correctional facility.

(continued on page 4)

Vermont Planning Results In Improved Services For Juveniles

Sweeping reform in the Vermont juvenile justice system has resulted in a variety of program and placement alternatives for juveniles, increased educational services for youth with learning disabilities, deinstitutionalization of status offenders, and more equitable distribution of its finances and other resources.

OJJDP Administrator Ira M. Schwartz said his office recently spent a number of months reviewing state juvenile justice systems for compliance with the Juvenile Justice Act of 1974.

Of the 51 jurisdictions participating in the act and, therefore, eligible for OJJDP formula grant funds, 37 have participated a full five years. These jurisdictions must demonstrate substantial compliance with the act's provision to deinstitutionalize its status offenders.

'Outstanding Example'

Praising Vermont as an "outstanding example" of what can be achieved with good state and local planning, Mr. Schwartz said, "in just two years, Vermont has dismantled an archaic and inequitable system and replaced it with new and improved community-based services and sound fiscal management.

"This is an example for other states to emulate," he continued.

Vermont's earlier juvenile system was characterized by a centralized training school for all adjudicated youths—status and non-status, a lack of emergency shelter and detention facilities, few community support services, limited specialized services for the serious juvenile offender, large caseloads, poorly trained staff and financial mismanagement.

It spent 64 percent of its juvenile justice funds to maintain the state training center (the Weeks School), 38 percent for alternatives, and 8 percent for casework.

Now the state reports it spends 80 percent of its juvenile justice monies for community-based program alternatives and 20 percent for casework and support services.

Before, only 39 percent of the state's wards were in group homes and specialized facilities, and 18 percent were housed at Weeks.

Now, 45 percent are in foster homes, 42 percent in group homes, and 13 percent in specialized programs.

Progress Shown

Sixty percent of the youths removed from Weeks continue to demonstrate progress in the residential programs, with no increase in the number of 15- to 17-year-olds in jails.

Ira Schwartz

There also has been improved training for staff, a decrease in the number of runaways, physical improvement of group homes, and consistent monitoring standards, Mr. Schwartz said.

"It is the intent of the act that state and local governments and public and private agencies conduct effective prevention and rehabilitation programs for juveniles, and Vermont has demonstrated how dramatically that can be accomplished," he said.

Future state goals include the development of a small, long-term secure capacity and treatment facility for chronic, delinquent youth. ■

$1 Million Awarded To Prevent Crime In Public Housing Units

LEAA's Office of Juvenile Justice and Delinquency Prevention (OJJDP) last month transferred $1 million to the Department of Housing and Urban Development (HUD) to upgrade youth services and develop delinquency prevention programs in 39 public housing units.

The program, Urban Initiatives Community Anti-Crime Program, is an interagency effort among 13 federal agencies and part of President Carter's National Urban Policy.

Legislatively mandated by the Public Housing Security Demonstration Act of 1978, this initiative has resulted in awards totaling $41 million to the neediest public housing sites in the country.

"OJJDP funds will be used specifically to change practices and policies negatively affecting youths in public housing communities, and to increase employment and educational opportunities for these same youths," OJJDP Administrator Ira M. Schwartz said.

The 12 sites targeted for juvenile funds are: Baltimore, Md. ($83,500); Browning, Mont. ($95,000); Buffalo, N.Y. ($100,000); Charlotte, N.C. ($83,500); Chicago, Ill. ($83,500); Miami, Fla. ($100,000); Hartford, Conn. ($100,000); Jackson, Tenn. ($95,000); Louisville, Ky. ($83,500); Toledo, Ohio ($83,500); San Antonio, Tex. ($83,500); and Seatle, Wash. ($83,500).

Another $400,000 in LEAA funds have been transferred to HUD to upgrade victim/witness services in public housing units and to provide technical assistance to community crime prevention efforts. ■

Problems Of Retarded Offenders Studied

One of the problems of dealing with mentally retarded offenders in the criminal justice system is being tackled by a project under way at the National Center for State Courts.

The program—financed by a $249,768 NIJ grant is evaluating services for screening convicted or accused offenders to determine their need for mental health services.

Based on surveys and in-depth studies of 20 selected screening and evaluation programs, the NIJ grant will evaluate characteristics common to effective programs to try to develop models and evaluation techniques that practitioners in the mental health and criminal justice systems can use to determine the effectiveness of their programs.

LEAA also is dealing with the problems of mentally retarded offenders.

Resolves Disputes

The agency has awarded the American Medical Association more than $1.2 million to improve mental and medical health care services in jails. Another LEAA grant supports a study of the movement of inmates through mental health agencies and prisons and jails during the last ten years. The study is trying to resolve the long-standing dispute among mental health and corrections specialists that many patients released from mental health facilities often end up in the local detention facility, and that, therefore, as the mental health facility population decreases, the number of inmates housed in local detention facilities increases.

Manual Published

To help criminal justice officials deal with these complex issues, NIJ has published an overview of the mentally retarded offender. The "Prescriptive Package" reviews current research, surveys, and programs; identifies the functional concepts of retardation and criminal behavior; and outlines the planning and implementation of a program for retarded offenders. The program includes cognitive, pre-vocational and vocational evaluation and training; activities of daily living; services—such as counseling and therapy; schedules of daily activities; residential units; staffing; and maintenance of records.

Copies of the Prescriptive Package, "The Mentally Retarded Offender and Corrections," are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The price is $2.40 and the order number is 027-000-00528-4.

Retarded Juvenile Offenders Need Treatment, Not Prison

(continued from page 2)

These opposing arguments result in the mentally retarded offender being shunned by both camps, with little attention being focused on the real problems they face. They are—literally and figuratively—social misfits.

But there are organizations and agencies that can be helpful and can provide treatment when that is needed and beneficial and also provide detention when that is necessary and appropriate.

It is important that we reach out to help the mentally retarded offender before he commits a serious crime. To do this, we must develop the skills, the body of knowledge, the innovative programs, and the bold, new initiatives needed to support this severely neglected segment of our society.

We must also consider the plight of the mentally retarded juvenile offender.

It is LEAA's view that we must deinstitutionalize the mentally retarded and developmentally disabled youthful offender and that this removal effort must be a high priority for criminal justice practitioners, now and throughout the coming decade.

The mentally retarded juvenile offender should not be housed in juvenile correctional facilities. He should not even be processed through the juvenile justice system. These unfortunate youths belong in facilities—special education and mental health units—where treatment programs and services can be provided to help them overcome their handicaps. It is the agency's position that they are not incapable of rehabilitation, but that too often they are simply foresaken.

We have to train our law enforcement officers, our judges, prosecutors, defense attorneys, and probation officers. We've got to make them familiar with the symptoms of these difficulties so these children can get the resources they need.

And, we need to develop those resources. We need community programs such as foster homes, community residential and day program facilities, as well as programs in private schools. We need more and better trained service professionals. We need educational, vocational, and rehabilitative programs.

These needs will have to be met through your strong support. Together, you will have to develop and implement the answers, the programs. My chief fear is that you'll have to approach this task with limited federal resources.

We've come into an age of extreme federal austerity. Many of you know that the federal budget for fiscal year 1981 will not contain funds for many needed social service programs and may stand bereft of any support for criminal justice activities.

You may be asked to mount your programs to assist the mentally retarded offender without the assistance of many parts of the federal government. You'll have to find funds wherever you can, join them, and wisely use every dollar in the best way possible.

Though the task will be difficult, a strong resolve and a clear purpose will take you a long way toward meeting the challenge. ■

Major Violator Unit

Career Criminals Discover Crime Doesn't Pay

A murder and a wave of robberies and rapes had terrorized a wealthy residential neighborhood in the North County area of San Diego for months.

Then a tip from the drug subculture led the sheriff's office to two suspects, each with a long history of arrests and convictions.

Familiar with the ways of the criminal justice system, the two were confident they'd be released on bail. To them, plea bargaining was "the name of the game" and short prison sentences the likely outcome.

What they didn't know was that before they were arrested, the sheriff's office had determined that the pair had been branded "career criminals" by the San Diego Major Violator Unit, and cell doors were about to slam behind them for a long time.

Both suspects tried to plead to reduced charges, but the prosecutor would not bargain. One took a chance and went to trial. He was convicted of all major counts and sentenced to life. The other pleaded guilty to all major counts and was sentenced to 14 years.

Exemplary Project

Because of its success in getting habitual criminals off the streets and into prison, the Major Violator Unit has been designated as an exemplary project by the National Institute of Justice (NIJ). It is one of only 32 projects across the country to receive this designation since the program began in 1973.

Formed in 1975, the San Diego unit was financed for its first two years by $600,000 in discretionary grants from LEAA. California, which in 1977 enacted legislation that created similar career criminal units throughout the state, now finances the project at approximately the same rate.

Success Charted

Its success may be measured against the following:

—Of 450 defendants processed for robbery in the first four years, 431 (96 percent) were convicted without a reduction in the charge against them.

—All of those convicted went to prison.

—Average sentences (excluding life sentences) were more than double (8.8 years) the 4.3 years meted out to habitual criminals before the project began.

—Despite restrictions on plea bargaining, cases were processed almost as quickly as before—an average of 101 days compared to 95.

San Diego's Major Violator Unit was formed after robberies in the San Diego area increased by 260 percent between 1968 and 1974. Robbery reduction became a top priority.

Focuses On Robbery

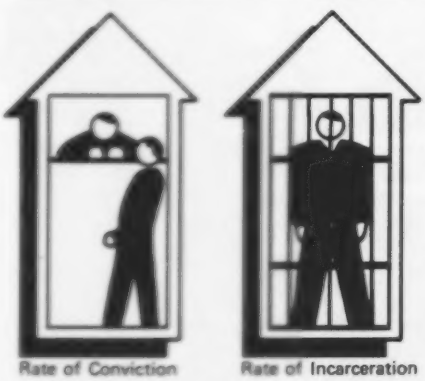
The unit was among the first financed by LEAA and was a prototype project focusing only on a single offense—robbery. Selected burglary cases have been added in the past 18 months.

Robbery and robbery-related homicide cases are selected for prosecution by the unit if they meet one or more of the following criteria:

—The suspect is under arrest for committing three or more separate robbery offenses.

—The prosecutor uses his discretion to accept a case involving great bodily harm, or a defendant with several prior felony convictions.

The unit uses a variety of methods to increase the probability of successful prosecution. These include: vertical prosecution, whereby a single highly-experienced prosecutor handles a case through all its stages; reduced staff caseloads to enable prosecutors to pay greater attention to each case; reduced use of plea bargaining; and a policy of recommending severe sentences for convicted defendants.



The Major Violator Unit has consistently achieved high conviction and incarceration rates and long sentences for career criminals.

Caseloads Low

Unit chief Richard J. Neely said that in the usual felony prosecutions, up to seven different attorneys may handle a case in its various phases.

"But once a case is assigned to the Major Violator Unit, a single prosecutor will handle it from arrest until final adjudication," Mr. Neely said. "The average caseload for the Major Violator Unit staff is eight cases per attorney, compared to 22 in the regular Superior Court Division."

Mr. Neely stressed that plea bargaining is permitted only when the defendant agrees to plead guilty to the top felony count against him. Otherwise, Mr. Neely said, the case goes to trial.

In San Diego, career criminal defendants are 41 percent white, 40 percent black, and 18 percent Spanish surnamed. A typical defendant is male, 26.5 years old, unmarried, unemployed, and on probation or parole, and was armed with a gun during the robbery.

Prior Arrests

The unit's clients average 7.01 prior arrests, 1.86 felony convictions, and 2.25 misdemeanor convictions. Nearly two-thirds were on probation or parole at the time of their most recent arrest and referral to the unit.

Mr. Neely summed up the function of the unit: "Our goals are very simple. We identify those people responsible for a disproportionate number of serious crimes in our community, give them special attention, and incapacitate them for the longest period of time we can."

Copies of the booklet, "Major Violator Unit, San Diego, California, are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is 027-000-00898-4. The price is $1.50 per copy, prepaid. ■

Continuances, Caseloads Cause Court Delay

Twenty-five percent of all persons indicted for felonies in the District of Columbia Superior Court waited more than 200 days before going to trial, while 10 percent waited more than 260 days, according to a study by the Institute for Law and Social Research (INSLAW).

Court disposition of a guilty plea took 162 days and the average processing time for a felony was 192 days.

The major causes of delay, the report said, were large caseloads and frequent continuances. In some misdemeanor cases—which took more than 90 days to process—defendants made as many as seven court appearances before final case disposition.

The research was based on 7,673 felony arrests that came before the court in 1974 and were disposed of by August 1975. Misdemeanor data was based on 9,856 changes brought in 1974.

Jack Hausner, a senior research associate at INSLAW and principal investigator for the National Institute of Justice (NIJ) financed study, said recent statistics indicate the current situation is about the same.

The study made several major recommendations to reduce delay:

- Develop a process to "flag" those cases that have been in the system more than 200 days and that may require judicial action to speed disposition.
- Reduce the number of continuances.
- Improve case scheduling to make the most efficient use of court resources.

The study also said that "systematically collected and routinely available data" would help court policymakers make more enlightened decisions about case processing.

It recommended the issue of "speedy trial" be examined "in light of its implications for other aspects of court performance."

The Speedy Trial Act, enacted by Congress in 1975, provides specific time limitations for disposing of criminal cases in federal courts.

The standards, to be phased in over several years, would allow 30 days between arrest and indictment and 70 days from indictment to trial.

Mr. Hausner said one finding contradicted the belief that the longer a case was delayed, the better the chance of acquittal because witnesses would disappear or their memories fade.

In fact, he said, the study showed that in felony cases disposed of in 60 days or less, the conviction rate was 82 percent. For those cases disposed of more than 240 days after indictment, the conviction rate was 75 percent.

"The difference is much more negligible than most people anticipated," Mr. Hausner said, "and the argument that we should speed up the trials because of deterioration of the quality of the cases is not supported by evidence."

Mr. Hausner argued, however, that long delay was generally undesirable and probably avoidable by improved management practices.

Copies of the study—"An Analysis of Case Processing Time In The District of Columbia Superior Court" are available from INSLAW, 1125 15th St., N.W., Washington, D.C. 20005. ■

Dogin, Broome Sworn In

Henry S. Dogin and Homer F. Broome, Jr., have assumed their duties as director of OJARS and administrator of LEAA following their swearing-in on May 13.

Mr. Dogin had been serving as acting director of OJARS, while Mr. Broome had been serving as acting administrator of LEAA, both since December 27, 1979. ■

Model Procurement Code

New Law Streamlines Purchasing Practices

A new code to streamline purchasing practices is spearheading a growing national movement to eliminate opportunities for corruption in the purchasing of goods and services for state and local use.

Maryland became the fifth state to enact legislation modeled after the procurement code developed by the American Bar Association with support from the LEAA when Gov. Harry Hughes signed it into law on May 27.

The law—like the ABA model code—is a comprehensive measure that applies to all goods and services, including medical and legal services, bought or contracted for by the state.

Governor Hughes described the law as "a positive step in improving the procurement system for state government."

'An Open Process'

State Senator Victor Crawford who chaired a Maryland General Assembly task force that studied purchasing policies and procedures said, "The new law emphasizes an open process subject to public scrutiny."

Since 1977, four other states—Kentucky, Louisiana, Arkansas, and Utah—have modernized state purchasing with similar laws. Three cities—Knoxville, Tennessee; Rome, Georgia; and Eau Claire, Wisconsin—also have done so.

Projects to develop state codes are proceeding in Colorado and South Carolina. Among states that are studying the code as a basis for revising legislation are Arizona, California, Delaware, Massachusetts, Michigan, Minnesota, New York, Pennsylvania, Tennessee, and Virginia. Code-based legislation is under consideration in Detroit, Michigan; San Diego, California; St. Paul-Ramsey County, Minnesota; and Baltimore, Maryland.

Baltimore already uses procedures like those of the ABA model code. Consequently, Baltimore was the first city in the nation to be exempted from certain federal contract review procedures because of its demonstrated ability to eliminate illegal purchasing of goods and services.

Homer F. Broome, Jr., LEAA administrator, said the model code, if adopted nationwide, could save billions of dollars yearly as well as reduce the opportunity for corrupt purchasing deals.

Mr. Broome said, "The bottom line is to make sure the public gets its money's worth when the government buys something—whether it is typewriters or computer systems or construction. Too many states have outmoded purchasing regulations. Many local governments lack suitable systems for procurement.

"Good procurement legislation helps the sellers of goods and services. They know where they stand. Also, it helps states and localities to do a good job of procurement when they administer federal grant money."

The model code covers the full procurement process: from source selection and contract formation through contract administration to the disposal of surplus public property.

Began 11 Years Ago

LEAA efforts to improve government procurement began 11 years ago when the agency financed a study of West Virginia purchasing. The study found that the state and its citizens were "utterly helpless" against practices ranging from kickbaks to rigged bidding. The state's entire procurement process was subsequently revamped. The changes, according to state officials, have saved millions of dollars.

Additional information and a brochure, "A Code for Better Government," are available from the Model Procurement Code Project, American Bar Association, 1800 M Street, N.W., Washington, D.C. 20036. ■

Gov. Harry Hughes of Maryland (center) signs the model procurement bill. Watching are from left to right: Helen L. Koss of the Maryland House of Delegates, Robert Bowytz of the Maryland Bar Association, and Thomas Madden and Charles Lauer of OJARS' Office of General Counsel.

43 Groups Form Coalition To Prevent Crime

In a major effort to help prevent crime in America, 36 national nonprofit organizations and seven federal agencies have joined to form the Crime Prevention Coalition.

The coalition is sponsoring the National Citizen's Crime Prevention Campaign. The keystone of that effort is the "Take a bite out of crime" public service advertising campaign launched last November by the Advertising Council, Inc.

The campaign encourages all citizens to initiate new crime prevention programs or enhance existing programs, while emphasizing that crime can indeed be prevented through citizen action.

The coalition provides assistance and coordinates the crime prevention activities of the national organizations participating in the campaign.

Membership is open to any nonprofit national organization.

A steering committee provides guidance to the coalition and the campaign. Its members are: Elenore Hangley, The Advertising Council, Inc.; Alan Bosch, AFL-CIO Department of Community Services; Roy Chiavacci, International Society of Crime Prevention Practitioners; Robert Diegelman, Office of Justice Assistance, Research, and Statistics (OJARS); and Mac Gray, National Council on Crime and Delinquency.

Also, Edward Castillo, National Council of La Raza; James Manak, National District Attorneys Association; Javetta Richardson, National Education Association; and Ben Gorda, National Sheriffs Association.

The coalition is a group of national organizations which share a common concern about the effects of crime on society and believe there is a need to increase citizen awareness of and involvement in crime prevention efforts.

It is "non-denominational and nonpartisan." ■

Publications

Retardation and Criminal Justice: A Training Manual for Criminal Justice Personnel discusses the special needs of the mentally retarded offender. Price is $2.50. To order write: New Jersey Association for Retarded Citizens/Criminal Justice Education Project, 99 Bayard St., New Brunswick, N.J. 08901.

The Juvenile Justice Training Manual is a five-part manual for upgrading management skills of personnel of nonprofit, community-based juvenile justice agencies. Price is $25.00. To order write: Massachusetts Halfway Houses, Inc., P.O. Box 348, Back Bay Annex, Boston, Mass. 02177.

Funding Family Violence Programs: Sources and Potential Sources for Federal Monies is available free from the National Clearinghouse on Domestic Violence. To order write: NCDV, P.O. Box 2309, Rockville, Md. 20852.

Child Protective Services Entering the 1980's summarizes the results of the third survey of child protective services by the American Humane Association. Price is $15.00. To order write: AHA, 5351 S. Roslyn St., Englewood, Colo. 80111, 303/779-1400.

Assaults on Women: Rape and Wife Beating, by Natalie Jaffe, is a pamphlet published by the Public Affairs Committee, Inc. Price is 50¢ each, with discounts for larger orders. To order write: PAC, 381 Park Avenue South, New York, N.Y. 10016, or call 212/683-4331.

Some Useful Notes Re: Investigative Accounting, by Robert F. Milne, has been reprinted by the Economic Crime Project of the National District Attorneys Association. To order write: ECP, NDAA, 666 N. Lake Shore Drive, Suite 1432, Chicago, Ill, 60611.

Child Abuse and the Law: A Legal Primer for Social Workers, by Barbara Caulfield, is a two-part booklet published by the National Committee for the Prevention of Child Abuse. For price and ordering information contact: Publishing Dept., NCPCA, 332 S. Michigan Ave., Suite 1250, Chicago, Ill. 60604.

Annual Report of the National Institute of Juvenile Justice and Delinquency Prevention, Fiscal Year 1979, is published by LEAA. Price is $3.75 and stock no. is 027-000-00902-6. To order write: Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Criminal Justice in the United States, 1970–1975, is an overview of developments in criminal justice prepared for the Fifth United Nations Congress on the Prevention of Crime and Treatment of Offenders held in 1975. Price is $3.00, with discounts for larger orders. To order write: Publications, American Correctional Association, 4321 Hartwick Rd., L-208, College Park, Md. 20740.

Riots and Disturbances in Correctional Institutions, commenting on the causes, preventive measures, and practical suggestions on control of disturbances, is available from the American Correctional Association. Price is $3.00. To order write: Publications, ACA, 4321 Hartwick Rd., L-208, College Park, Md. 20740.

Removing Children from Adult Jails: A Guide to Action is available free from the Community Research Forum. To order write: CRF, Univ. of Illinois at Urbana-Champaign, 505 East Green St., Suite 210, Champaign, Ill. 61820, 217/333-0443.

Efficiency Measurement for Local Government Services—Some Initial Suggestions, published by the Urban Institute, covers several topics including apprehension of criminals. Price is $6.50 and order no. is URI 27700. To order write: Publications Office, The Urban Institute, 2100 M Street, N.W., Washington, D.C. 20037. ■

Prison Populations Hit Record High

The number of prisoners held by federal and state corrections authorities in 1979 reached a record high for the fifth consecutive year, the Bureau of Justice Statistics (BJS) has announced.

The total rose by 2.3 percent last year to reach 314,083 by December 31, the BJS report said.

However, the rate of growth in the prison population was unchanged from 1978 and was well below the 10 percent increases in 1975 and 1976. Over the past five years the prison population has increased by one-third or 76,000.

Most prisoners were serving sentences of more than a year.

Prisoners under federal jurisdiction totaled 26,233, down 12 percent from 1978. The number of state inmates rose 3.8 percent.

There were 12,927 women prisoners, representing 4 percent of the total under federal and state authority. For the first time in almost a decade the rate of increase for women was lower than for men.

The number of state prisoners housed in jails because of overcrowded state systems—6,421—was unchanged from the previous year, although the number of states using local facilities increased from 12 to 15.

Texas held the largest number of prisoners (26,522). California was next with 22,628, followed by New York with 21,158.

The U.S. Bureau of the Census collected the data for BJS's National Prisoner Statistics Program.

Single copies of the report, "Prisoners in State and Federal Institutions on December 31, 1979: Advance Report," may be obtained free from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850, along with the final report for 1978. ■

Here's three ways not to get mugged.
I hate to repeat myself—but you're not listening! So I'll say it again:
1. Walk on well-lit streets.
2. Don't walk alone late at night.
3. Have your keys ready, so you don't fumble around at your door.
Find out what else you can do to protect yourself. Write to: Crime Prevention Coalition, Box 6600, Rockville, Maryland 20850. And help me...
TAKE A BITE OUT OF CRIME
© 1979 The Advertising Council, Inc.
A message from the Crime Prevention Coalition, this publication and The Ad Council.
Ad Council

Youth Advocacy Grants Awarded

Grants totaling more than $10.6 million have been awarded to support eight programs designed to stimulate major changes in the way states and cities provide various services to juveniles.

The awards are part of a $12 million initiative of LEAA's Office of Juvenile Justice and Delinquency Prevention (OJJDP) to support juvenile reforms through the Youth Advocacy Program.

The grants will address and advocate such changes as due process for juveniles, the classification and disposition of juvenile cases, laws and regulations that adversely affect juveniles, and inequitable deployment of resources for youths.

The nine grantees are: the Association of Washington Community Youth Services, Seattle, $552,135; National Institute for Multicultural Education, Albuquerque, N.M., $763,582; Governor's Advocacy Council on Children and Youth, Raleigh, N.C., $750,000; Advocates for Children of New York, Long Island City, $749,935; Coleman Children and Youth Services, San Francisco, $488,011; Florida Center for Children and Youth, Tallahassee, $749,691; Child Advocacy, Ft. Lauderdale, Fla., $739,549; Juvenile Justice Center, Philadelphia, Pa., $572,497; and Greater Boston Legal Service's Juvenile Law Project, Boston, Mass., $707,043. ■

Manual Of Effective Programs Helps B

If you're a police chief trying to deal with a shrinking budget, LEAA's Integrated Criminal Apprehension Program (ICAP) can save you as much as $560 per patrol officer per year in overtime costs and help you manage your force more effectively.

Court administrators can save money and jurror time with the One-Day/One-Trial program. The program saves Wayne County, Michigan, more than $300,000 a year.

And juvenile justice officials can save $8,000 per youth per year by placing serious juvenile offenders in an educational and counseling program instead of jail—as does the New Pride Program in Denver, Colorado.

30 Programs Described

These are just a few of the programs described in a new manual published by BJS, LEAA, NIJ, and OJARS. Some of the 30 programs described have saved hundreds of thousands of dollars. All have a proven record of sucess.

"We prepared this manual for state and local officials to use in applying for grants from the four agencies. While proposed budget cuts would eliminate much of the money available for such grants, we believe the manual is still a useful tool in identifying successful, cost-effective criminal and juvenile justice programs," said Henry S. Dogin, director of OJARS which coordinated preparation of the report.

100% Conviction Rate

For example, he cited the Economic Crime Unit in Connecticut that posted a 100 percent conviction rate, collected more than $700,000 in restitution and fines in three years, and returned a $100,000 surplus to the state.

A program in New York State developed an administrative system to adjudicate routine traffic violations in lieu of criminal court action. Revenues increased 25 percent through more efficient operations and improved collection of fines, and court and police officials were freed from time-consuming court hearings.

Many of the programs described in the manual have been designated "exemplary projects" by the National Institute of Justice. Exemplary projects are selected on the basis of effectiveness in the reduction of crime or improvement in the operation and quality of the criminal justice system.

Low Budget Success

One exemplary project described in the manual—Project CREST (Clinical Regional Support Teams)—shows what can be accomplished despite a limited budget.

Through CREST, graduate students at the University of Florida, Gainesville, counsel juvenile offenders referred by probation officers at the Florida Youth Service Program. These student volunteers provide an estimated 102 hours of counseling a week at a cost that is substantially below the es-

Jurors in Detroit, Mich., are given information packets as they report for jury duty on the one-day/one-trial system.

Training Course Develop An Effi For Criminal Jus

While the effects of shrinking revenues are being felt throughout federal, state, and local government, many public managers find themselves ill-prepared to deal with the problem.

To help fill this gap, LEAA has held several training programs around the country. The manual for the course—"Managing the Pressures of Inflation in Criminal Justice"—suggests managers ask themselves a number of questions whose answers should provide most organizations with an outline of an efficiency action plan. For example:

—What is the agency required to do?

—What is the agency doing that it does not need to do?

—What are the time-honored tasks that the agency does that haven't undergone close scrutiny in recent years?

udget-Conscious Officials Spend Wisely

timate of equivalent services from the probation department. It is estimated that the juveniles receive at least two to three times more individual counseling under CREST than under traditional counseling programs.

CREST youths showed improvements in school attendance and fewer school suspensions than comparison groups, and were charged with 23 offenses compared to 65 for the control group. Felony charges for CREST participants dropped from 54 to seven.

CREST's current operating budget is $55,000 a year.

Promising Programs Listed

The manual also describes programs that, while not proven effective through research, evaluation, or demonstration like the first 30 programs listed, have a "high probability" of improving the criminal justice system.

The Commercial Security Program, for example, is being tested by NIJ in three cities. Its aim is to reduce the vulnerability of small businesses to burglary, robbery, and larceny through security checks by police and cooperation by business owners in implementing crime prevention techniques recommended by the officers.

Arson Prevention

A promising LEAA program started last year—arson prevention and control—supports coordinated, comprehensive efforts at state and local levels to combat arson, and could be a valuable aid in stemming the rising cost of arson.

The manual was published in response to a congressional requirement that funds from the four agencies created by the Justice System Improvement Act of 1979 be used to support programs of proven effectiveness, that have a record of proven success, or that offer a high probability of improving criminal and juvenile justice functions.

Congress identified 22 areas in which funds may be expended. The programs listed in the manual correspond to these areas which include community anti-crime; strengthening law enforcement agencies; police-community projects; anti-fencing programs; white-collar crime; speedy trial; court reform; alternatives to prosecution and pretrial detention; prosecution of career criminals; and victim/witness assistance.

Also included are defense counsel for indigents; drug dependent offender treatment; and alternatives to maximum security facilities.

"I hope that these programs will help state and local agencies use their scarce resources to maintain, and even build, the momentum of criminal justice reforms that have been largely stimulated by the LEAA program," Mr. Dogin said.

Copies of "Programs Meeting Effectiveness Criteria of Section 401(a), Justice System Improvement Act" are available from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

Helps Managers ency Action Plan ce Agencies

—Which agency services serve relatively small groups of people?

—What services could other agencies provide at a lower cost?

—Have employees been asked for efficiency suggestions?

—Have productivity programs with sufficient incentives for employees been explored?

—Has the agency solicited ideas from the people it serves or the general public?

"The more efficient delivery of services is one of the most important ways in which state and local governments can help themselves during fiscal restrictions," LEAA Administrator Homer F. Broome, Jr. said.

"By taking steps to improve productivity, they can reduce the costs of services, or they can provide more services at the same cost." ■

Officer Glen Hazlewood of the Lawrence, Kans., Police Department ICAP takes a crime report over the telephone.

Research Briefs
National Institute of Justice

Focus

Evaluation Workshop Assesses Criminal Justice Programs

The increasing attention paid to evaluating criminal justice programs is bound to become even greater in the face of scarcer federal resources and closer scrutiny of how those dollars are spent.

This point of view was echoed by numerous speakers at a recent workshop co-sponsored by the National Institute of Justice and the Evaluation Research Society. One set of sessions at the Baltimore meeting was devoted to assessing LEAA and Institute-funded programs. A concurrent series brought together researchers reporting on new analytic methods for conducting research and evaluation studies (see inset).

The evaluation series covered a wide variety of criminal justice ventures, ranging from small, pilot experiments to larger demonstration programs installed in a number of localities.

For example:

Victim/Witness Programs. LEAA seed money established special programs throughout the country for counseling victims and assisting witnesses with arrangements for appearing in court. Evaluators identified roughly 280 programs and visited 20 sites.

These programs are serving the needs of their clients, the evaluators reported. They are regarded favorably by their clients and by criminal justice personnel as well.

Most programs assist witnesses or victims, but not both. The witness programs can assist a large number of clients at a relatively low cost, whereas the smaller number of victims who are counseled require more costly service.

Some questions about the programs cannot be answered yet, the evaluators said. For example, the effectiveness of victim counseling is uncertain because of the short period of the programs' existence and inadequate research on victim needs.

The evaluators did find, however, that witnesses don't waste undue time waiting for their cases to be

Witness programs provide child care and other services.

Approaching the frontiers of methodology

In the workshop sessions on methodology, panelists explored the special problems inherent in social science inquiry—the imperfect experimental conditions that can hinder attempts to find clear-cut answers. Here are several of their reports:

Surveys. Sensitive or embarrassing questions such as: "Have you ever been arrested?" may not be answered truthfully by every survey respondent. A technique being tested by an Institute-sponsored researcher attempts to solve this problem. Called a randomized response technique, a question is concealed in such a way that it can be answered truthfully, and the desired information can be determined analytically. The researchers conducted an experiment by asking groups whether they had ever been arrested—framing the question directly and then obliquely using the randomized response technique. Verifying each set of answers with police arrest records, the researchers confirmed that the technique elicited more truthful answers than the direct approach. They also found that different socio-economic groups—lower-income, minority, and higher income groups—were equally honest in responding to the experimental survey.

Hidden Populations. Gauging the extent of criminal activity is a particularly troublesome task, since not all crimes are reported and not all offenders are arrested. But the problem is not unique to criminal justice research, a panel noted. It besets analysts who are studying alcohol or drug addict populations, illegal aliens, the mentally ill, and those who do not report all of their taxable income. The panelists—including a biometrician, a political scientist, a criminologist, and an Internal Revenue Service analyst—presented various techniques for estimating hidden populations.

Alfred Blumstein, director of the Urban Systems Institute at Carnegie-Mellon University, commented on the papers in this session.While the panelists' techniques for estimating the unknown size of populations could never be verified, Professor Blumstein noted, they complemented the more traditional types of criminal justice information sources—self-reports and official crime records. "Individual approaches for assessing criminal activity will be flawed," he added, "but collectively their strengths will compensate for their flaws." ■

heard in court. Police officers who appear as witnesses also save valuable time. And by notifying witnesses of their court date and helping them with transportation and child-care arrangements, the programs have boosted the witness appearance rate by roughly 10 to 15 percent.

Counselling is a part of victim programs but its effectiveness is not proven.

Restitution and Community Service Programs. LEAA-sponsored programs for placing offenders in community service jobs are "clean and simple," evaluators reported. The program staff can handle a large number of clients easily. The offenders, usually misdemeanants, need little counseling or supervision.

Contrary to expectations that restitution might help reduce prison populations, in many cases judges are not imposing the sanction in lieu of incarceration. Instead, it is being tacked on to a traditional sanction—such as probation—or imposed as a form of early work release, the evaluators said.

Neighborhood Justice Centers. Now a familiar experiment for settling minor disputes in forums other than the courts, the centers were established in 1978 in Los Angeles, Kansas City, and Atlanta under Institute auspices. During a year-long evaluation, the centers handled a significantly large number of cases—3,947, with nearly half that number settled by the centers' mediators either before or during a hearing.

Six months after a case was resolved, the evaluators asked the disputing parties whether they had abided by the terms of the settlement. Most, roughly 75 percent, had. The participants also were satisfied with the terms of the settlement and said they would return to the center again in a similar situation.

From the evaluator's standpoint, the impact of a program cannot be fully judged without some measure of comparison—a reference point for determining what would have happened had there been no program. In this case, the courts were the reference point for at least one dimension—the speed of processing cases. Using data available in two of the three jurisdictions, the evaluators found that cases comparable to the centers' would take anywhere from five to 10 times longer in the courts, depending on whether cases went to trial or were disposed of earlier. All of the centers handled their cases within one to two weeks from the time they were initiated.

Mediators help resolve disputes between parties at Neighborhood Justice Centers.

Crime Prevention Through Environmental Design. An Institute-sponsored program integrates changes in the physical environment, activities by the community, and strategies by the police in an attempt to reduce opportunities for crime and improve people's attitudes about their neighborhood.

In Hartford, Connecticut, the city reconstructed critical streets as cul-de-sacs, narrowed others, and re-routed traffic to designated "through" streets, helping to restore the residential character of a neighborhood that had become an impersonal commuter passageway. Local community organizations supported such crime prevention activities as watching each other's houses and patrolling neighborhood streets. The Hartford police department adopted a form of neighborhood team policing in the target area and worked closely with residents on specific community concerns about crime.

An initial evaluation of the project was conducted shortly after all the changes had been installed. The findings were promising: burglary in the target area decreased by 42 percent and street robberies dropped by 27 percent. Fear of these crimes declined as well. Residents made greater use of the neighborhood streets and parks and established closer ties with their neighbors.

A re-evaluation of the project was launched last year to learn whether the effects evident in the short-term had endured. To some degree, the character of the project is different now, the evaluators report, making it difficult to re-evaluate the impact of several aspects. For example, the police no longer follow a team approach. And the community groups, which now have a program budget and a paid staff, have expanded their activities. Today, they operate a battery of programs for dealing with neighborhood problems, unlike the more informal community block watch activities of before. However,

the street re-designs have not changed.

The findings at this early stage of the evaluation suggest that the residents' attitudes toward their neighborhood are, on the whole, just as positive—if not more so—than they were during the earlier evaluation period. Generally, residents felt that crime was not the problem it was before the program, they believed their neighbors were now willing to help each other out, and—for the first time—they believed the area was a better place to live.

Since the last evaluation, burglary rates appear to have risen somewhat. Still, crime is not viewed as a serious problem, the evaluators said. In explaining this apparent anomaly, the evaluators noted that conditions in a neighborhood influence fears of crime. People may know that crimes are committed in their neighborhood, but they may not be afraid of crime or view it as a serious problem unless there is a feeling of insecurity or disorder—of things being out of control in their community.

Integrated Criminal Apprehension Program. Investigative reports, procedures for screening criminal cases, and efficient allocation of police manpower and resources are some of the pieces of this experimental LEAA program. The combination of components represents innovative management and information techniques for improving criminal investigations. Upgrading crime analysis capacities and, in turn, effectively deploying manpower are among the initial aims of the experiment. In the four police departments studied extensively, evaluators report improvements in intra-agency coordination and in the use of information.

Improving the information-gathering system is the first phase of ICAP.

Community Anti-Crime Programs. Channeling federal dollars directly to community groups is the core of LEAA's congressionally-mandated community anti-crime program. The interim phase of the evaluation is focusing on the soundness of the funding strategy. The evaluators reported that the program is supporting groups in cities with crime rates equal to or greater than nationwide rates. With two years to install their plans, most of the community groups had implemented about half of their planned activities within the first year of funding, the evaluators said. Among the key questions to be addressed in the final evaluation are: What are the most appropriate and useful activities for the community anti-crime programs, and what characteristics enhance or impede their usefulness?

Other programs reported on in the workshop included: financial assistance to parolees, career criminal programs, PROMIS, correctional field services, and intensive probation. In all, more than 100 panelists participated in the 14 evaluation sessions and the 12 sessions on research methodology.

LEAA community anti-crime programs offer common-sense advice on how to reduce the risk of crime.

Announcements

Graduate fellowships awarded

Studies on female delinquency, employment and juvenile crime, victims' perceptions of crime, and the impact of legalizing casino gambling are among the dissertation topics receiving support under the Graduate Research Fellowship program.

The Institute-funded fellowships are awarded annually to doctoral

candidates through sponsoring universities. The fellowships support students engaged in writing doctoral dissertations in criminal justice.

Although not all of the Graduate Fellows have been selected for this fiscal year, 10 have received awards so far. The doctoral candidates, and their projects, are:

Lenore Alpert, Northeastern University, *The Judicial Career: Patterns of Socialization on the Bench;*

Donald Cotton, The Wright Institute, *The Male Victim of Sexual Assault;*

John Dombrink, University of California at Berkeley, *Legalizing Casino Gambling;*

Carol Facella, University of Pennsylvania, *Female Delinquency in a Birth Cohort;*

Gary Green, University of Pennsylvania, *Victim Perceptions and Reporting of Crime;*

Gary Keveles, State University of New York at Albany, *Plea Negotiations and Sentence Accommodations in the U.S. Army's Military Justice System;*

John Kinkle, Ohio State University, *An Ecological Study of Criminal Victimization,*

Martha Newkirk, University of California at Irvine, *The Efficacy of Paying Fees for Juvenile Diversion Counseling Services,*

Maureen Pirog-Good, University of Pennsylvania, *The Relationship Between Employment and Youth Crime; and*

Sharla Rausch, University of Connecticut, *Perceptions of Sanctions, Informal Control and Deterrence.* ■

Findings

Massachusetts firearms law assessed

Gun-related crimes dropped, but assaults involving other weapons rose following passage of Massachusetts' Bartley-Fox gun law in late 1974, according to an NIJ study. The law mandates a one-year minimum prison term for carrying a gun without a license.

Conducted by Boston University's Center for Criminal Justice, the study compared reported pre- and post-ban crime in Massachusetts and Boston with crime levels in comparable jurisdictions. Among the findings:

- In the two years following passage of the law, the rate of gun assaults decreased by nearly 20 percent in the state and nearly 12 percent in Boston. This compares to a decline of 4 percent for the nation as a whole and 7 percent for large cities.

- At the same time, assaults involving other weapons rose 29 percent in the state and 40 percent in Boston. Nationally, the rise was 7 percent, while large cities reported a 5 percent increase.

- Armed robberies involving a gun plummeted 35 percent statewide and in Boston, while declines of about 12 percent were reported in the rest of the country. Despite this initial drop, gun robberies appeared to be moving back up in 1977, the researchers noted.

- Non-gun robberies increased 8 percent in the state and 6 percent in Boston, compared to declines of about 4 percent elsewhere.

- During the study period, large cities experienced a general decline in homicides. Boston, however, led the group. Gun homicides in Boston dropped more than 55 percent, compared to a 23 percent decrease in control jurisdictions. Non-gun homicides also declined, indicating that, for homicide, no shift to the use of other weapons appeared.

In tracing the law's impact, the researchers found that changes in crime patterns began to emerge even before the provision actually went into effect. First passed in December 1974, the Bartley-Fox law did not become fully effective until April 1975. In the interim, Massachusets began an extensive public education campaign about the new provision. Soon after the publicity began gun assaults began to decline. By June, a significant increase in non-gun assaults was apparent. According to the study, "the results suggest that the publicity surrounding the Bartley-Fox law discouraged gun assaults, but that shortly thereafter potential offenders turned to other types of deadly weapons. . ."

How did the criminal justice system respond to the new law? Examination of police records in Boston revealed a decrease in the number of arrests for illegal gun carrying, presumably due in part to the deterrent effect of the law evident in the lower rate of gun assaults.

Similarly, the total number of cases involving a gun-carrying charge declined, as did convictions. Significantly, however, the proportion of defendants convicted also dropped. In 1974, almost half the gun-carrying defendants were eventually convicted. In the two years after the law, the rate of convictions fell to about one-fourth. The reasons for the change are unclear: perhaps some cases were weaker, or judges or juries were reluctant to convict because of the harsher law.

Of the defendants convicted, however, a higher percentage went to jail. The actual number involved was small. In Boston, the study estimates that about 40 people went to jail who would not have prior to the Bartley-Fox law.

A more complete picture of the effects of the law is expected to emerge from a study now under way. A research team at Northeastern University, who participated in the first evaluation, will attempt to sort out short-term effects from those that may endure.

Copies of the evaluation report are available on loan from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. Or contact the principal investigators: David Rossman, Boston University Center for Criminal Justice; and Dr. William Bowers and Dr. Glenn Pierce, Center for Applied Social Research, Northeastern University, Boston. ■

Problem-Solving Manuals Offered By NIJ

The National Institute of Justice has launched a new series of publications that will advise state legislators and government executives of successful programs to overcome specific problems facing criminal justice practitioners.

"Policy Briefs" will point out successful existing programs, emphasize needed legislative action, provide sources of information and assistance, and suggest sample legislation.

Harry M. Bratt, acting director of NIJ, said the first two policy briefs have been mailed to some 2,000 governors, state legislators, district attorneys, mayors, city managers, state chief justices, and criminal justice planning agencies.

One brief deals with the problem of court congestion involving minor traffic offenses and the desirability for administrative adjudication of such offenses.

Eases Court Delay

The other brief confronts the problem of long delays and disproportionate costs for litigants in minor civil disputes, and how this problem can be alleviated through Neighborhood Justice Centers.

Other briefs will address victim compensation, career criminal programs, consumer fraud, and the New York drug and Massachusetts gun laws.

Mary Ann Beck, director of the Institute's Model Program Development Division and project monitor of the series, said, "Our intent is to keep these documents concise, with a standard format and a continuing emphasis on legislative action."

"They will be published individually, using a standardized front cover so that they can be easily recognized as a series," she said.

The first Policy Brief — Administrative Adjudication of Traffic Offenses"—is 24 pages long.

It summarizes the problem and points out that in 1973 in more than one-half of the nation's 13,221 courts of limited jurisdiction, judges were estimated to spend more than 50 percent of their time handling traffic cases.

Key Features Described

The booklet describes key features of an improved system of traffic offense adjudication and includes a "Traffic Offense Adjudication Process Model" and a copy of a section of the New York State Vehicle and Traffic Law that decriminalizes minor traffic offenses.

Names of people experienced in planning and implementing such a system are included.

The brief on Neighborhood Justice Centers contains similar information on programs for resolving minor disputes without arrest or formal court action.

Using conciliation, mediation, or arbitration, these projects provide citizens with access to a rapid, effective process for dealing with interpersonal conflicts. Sample enabling legislation from the State of Florida is included.

The briefs are for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. "Administrative Adjudication of Traffic Offenses" is stock number 027-000-00893-3. "Neighborhood Justice Centers" is 027-000-00892-5. The price for each brief is $1.75 per copy prepaid. ■

Inmates Have Right To A Hearing, Court Rules

The Supreme Court has ruled that inmates have a right to an impartial hearing before they can be transferred to a mental hospital.

Larry Jones, who was serving time in a Nebraska penitentiary for robbery, brought the case. While in solitary confinement, Mr. Jones injured himself by setting fire to a mattress. Prison officials, following Nebraska procedure, obtained determinations from two psychiatrists that Mr. Jones was mentally ill and moved him to a mental hospital.

The court majority said that prisoners should be given an opportunity to contest it. ■

The newest residents at the California Youth Authority's Ventura School are these pups — the subjects of an animal grooming vocational course being taught at the school.

RECENT GRANTS

LEAA

• $336,778 to the **American Correctional Association** (ACA), College Park, Md., to revise correctional standards developed jointly by the ACA and the Commission on Accreditation for Corrections.

• $589,636 to **Abt Associates, Inc.,** Cambridge, Mass., to evaluate projects funded in the agency's arson control assistance program.

• $417,410 to the **University of Southern California's Criminal Justice Training Center** to enable it to train state, regional, and local criminal justice planners in 17 states and territories.

• $400,050 to the **Kentucky Department of Justice's Office for Public Advocacy** to implement a model local public defender system in 26 counties.

• $200,000 to **Michigan** to implement the One-Day/One-Trial jury system in five counties in the state.

• $341,525 to the **National Center for State Courts,** Williamsburg, Va., to implement court trial delay reduction programs in New York City, Chicago, Birmingham, San Jose, Phoenix, and Portland, Oregon.

• $138,985 to the **International Association of Chiefs of Police,** Gaithersburg, Md., to test a microcomputer system to help police departments in cities and counties with a population of 100,000 or more handle detective caseloads more efficiently.

• $253,000 to the **Nashville, Tenn., Police Department** and $231,044 to the **Virginia Beach, Va., Police Department** to support the second phase of their Integrated Criminal Apprehension Programs (ICAP).

• $103,979 to **Arizona** to fund a standards management team to manage the systemwide implementation and accreditation efforts of its correctional system.

• $135,000 to the **Valley Adult Counseling Service, Inc.,** Milford, Mass., to reduce and prevent family violence in Worchester County.

• $202,140 to the **National Center for State Courts,** Williamsburg, Va., to support a National Symposium on Reducing Court Delay.

• $125,000 to the **North Dakota Mental Health Association** to establish programs to combat family violence in 10 counties.

• $100,000 to **Northeastern University,** Boston, Mass., to support its evaluation development program.

• $1,249,812 to the **Kansas City, Mo., Police Department** to administer a project in nine midwestern states in a joint effort to combat their organized crime and narcotics trafficking problems.

• $200,000 to **Delaware** to suport its white-collar crime and government corruption unit.

• $330,747 to the **National Center for State Courts,** Williamsburg, Va., to support its program to develop standards for jury system operations.

• $499,943 to the **National District Attorneys Association** to continue its Economic Crime Project.

• $350,000 to the **University of Notre Dame du Luc,** Notre Dame, Ind., to provide technical assistance to grantees participating in LEAA's Office of Juvenile Justice and Delinquency Prevention's Youth Advocacy Program.

NIJ

• $188,215 to **Denver, Colo.,** $179,488 to **Long Beach, Calif.,** and $146,647 to **St. Louis, Mo.,** to test a crime prevention program for small businesses victimized by burglary, robbery, and larceny.

• $314,078 to the **Indiana University Foundation,** Bloomington, to examine what the citizen demand is for police services, and study initial police response calls for service.

OJARS

• $249,968 to the **National Center for State Courts,** Williamsburg, Va., to promote equal employment opportunity in state court systems.

DOJ To Notify All Parties In Police Misconduct Cases

The Department of Justice has begun a new policy of notifying affected parties of the disposition of investigations of alleged police misconduct, Attorney General Benjamin R. Civiletti has announced.

The Civil Rights Division reviews about 3,500 investigations each year, and the new program is expected to result in notification letters to some 11,000 private persons and law enforcement officers annually.

Assistant Attorney General Drew S. Days, III, head of the Civil Rights Division, said the notification program began April 1 to improve communications with the public and law enforcement agencies.

Once an investigation of alleged police misconduct has been completed and a decision made not to prosecute, notification letters will be sent to the victim, complainant, and the law enforcement officer who is the subject of the investigation.

Mr. Days said that in the past both police officers against whom allegations were made and members of the public who made the allegations had to make specific inquiries of the Civil Rights Division before learning the disposition of a matter.

"By sending these notifications on a regular basis promptly after a final decision is made, we hope to alleviate the legitimate concerns of police officers who have been the subjects of these investigations and at the same time assure affected members of the public that their complaints have been carefully investigated and evaluated," Mr. Days said. ■

Views In The News

STAY THE LEAA EXECUTION: "The Law Enforcement Assistance Administration lies dying . . . The tragedy is that the imminent death of L.E.A.A. is so much a part of our urban anguish. The cities, where crime hurts most, stood to gain the most from enlightened support for efforts to reform their criminal justice systems. Now the program, like the cities, is the victim of anti-inflation budget-slashing . . .

"Congress should not so eagerly accede to this budget execution. At a minimum, the public is entitled to some better explanation of why Washington wants to abandon this modest, relatively inexpensive leadership role. For though L.E.A.A. may be allowed to die, the need for help against crime will not."—*Editorial, The New York Times.*

DROP THE AX: "The need to cut deeply into the federal deficit dictates the end of federal funding for a $521 million program once seen by some as the linchpin in the nation's war against crime.

"The Law Enforcement Assistance Administration, despite a pared-down 1980 budget and a restructuring that gives more authority to state and local agencies, is facing extinction . . .

"The argument offered by LEAA loyalists—that the crime rate dictates the agency's self-proclaimed good works—in effect merely attests to its failure to live up to the extravagant claims offered when it was created in 1968. Whatever its record, the more critical issue of pervasive national inflation dictates the end of the agency as it now exists."—*Editorial, Toledo, Ohio, Blade.*

EASY DOES IT: "The search for places to cut federal spending is on, and one of the programs getting the attention of the budget cutters is the Law Enforcement Assistance Administration . . .

"No doubt any federal program can be trimmed, and the LEAA is probably no exception. But with the crime statistics inching upward every month, let us hope that the federal budget cutters will make sure that they check all programs and remove all of the fat in the federal budget before they begin cutting into the bone and muscle of programs that are getting worthwhile results."—*Editorial, Dallas, Texas, News.*

A GOOD TARGET: "Word from Washington is that Democratic congressional leaders favor phasing out the Law Enforcement Assistance Administration (LEAA) program . . .

"The LEAA has been shelling out nearly $500 million a year, ostensibly to upgrade the effectiveness of police, prisons, and courts. Much of the money, unfortunately, has been frittered away on gadgetry and gimmickry that has not helped the program achieve its goal—not even by a little . . .

"The crime rate has, regrettably, continued to climb. The program, conceived in the best of intentions, never fulfilled its potential. It's a good target for the budget-cutting sharpshooters in the White House and on Capitol Hill."—*Editorial, Newark, N.J., Star Ledger.*

HANDLE WITH CARE: ". . . The severe LEAA budget cuts will provide a harsh test of local appreciation for LEAA-inspired criminal justice projects. When the costs of continuing such activities as improved court administration and easier pre-trial release fall to the localities in which they operate, their true value will be reflected by how much, if anything, local government will spend to maintain them.

"The 12-year-old LEAA tree is indeed ripe for pruning. But much of its fruit is too firm to throw away. The culling must be done with care."—*Editorial, Salt Lake City, Utah, Tribune.*

Around the Nation . . .

WASHINGTON, D.C.—The Supreme Court ruled recently that the Eighth Amendment's prohibition against cruel and unusual punishment gives federal prisoners or their survivors a direct right to bring suits against prison officials on charges of mistreatment. The 7-2 decision rejected the government's argument that such suits should be limited to the specific requirements of federal law. The court held that the mother of a federal prisoner who allegedly died from medical malpractice was not restricted to suing under the Federal Tort Claims Act, significantly expanding the category of constitutional rights that individuals can invoke directly in suits against government officials.

In another recent decision, the Supreme Court ordered police to get a warrant from a court before they arrest anyone at home, even for a serious crime. Only in emergencies, which the court did not define, may police seize someone at home without having a judge's advance permission. If there is time to get it, a warrant is required, the court ruled.

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Calendar

July 21–23: Robbery Seminar, Kansas City, Mo., sponsored by the Kansas City, Mo., Police Department. Contact: John Fraise, 816/931-5273.

July 23–24: Homicide and Forensic Death Investigation Seminar, St. Louis, Mo., sponsored by the American Academy for Professional Law Enforcement. Contact: Continuing Education Dept., St. Louis Community College at Forest Park, 5600 Oakland Ave., St. Louis, Mo., 63110, 314/644-9100.

July 24–25: The Time of Early Adolescence Seminar, Washington, D.C.; **Aug. 7–8:** Youth Advocacy and Youth Rights Seminar, Madison, Wisc.; and **Aug. 14–15:** Youth Employment: Federal Policy, Programs and Funding Seminar, Washington, D.C., all sponsored by the National Youth Work Alliance. Contact: NYWA, Seminar Series, Room 502, 1346 Connecticut Ave., N.W., Washington, D.C. 20036, 202/785-0764.

July 28–Aug 8: Trial Judges Academy and **July 28–Aug. 1:** Citizens Judges Academy, both held in Charlottesville, Va.; **Aug. 11–15:** Fact Finding, Decision Making, Communication, Time Management, Stress and Judicial Performance Program, Charlottesville, Va.; **Aug. 18–22:** The Law of Evidence Seminar, Standford, Calif.; and **Aug. 25–29:** Law and Psychiatry Seminar, Durham, N.H., all sponsored by the American Academy of Judicial Education. Contact: AAJE, 539 Woodward Bldg., 1426 H St., N.W., Washington, D.C. 20005, 202/783-5151.

Aug. 3–6: Management of Adult Probation Services Program, Snowmass, Colo.; **Aug. 24–29:** The Family Court Prospect: Organizational and Juvenile Processing Issues Program, Aspen, Colo.; and **Sept. 14–19:** Court Information Systems Program, Seattle, Wash., all sponsored by the Institute for Court Management. Contact: ICM, 1624 Market St., Suite 210, Denver, Colo. 80202, 303/534-3063.

Aug. 4–7: Civil and Vicarious Liability of the Police Course, Nashville, Tenn.; **Aug. 4–7:** Developing Police Computer Capabilities Course, Des Moines, Iowa; **Aug. 11–14:** Legal Implications of Policies, Procedures and Rules Course, Denver, Colo.; **Aug. 11–15:** Management of Narcotic Units Course, Houston, Texas; **Aug. 18–22:** Police Planning and Research Methods Course, Las Vegas, Nev.; **Aug. 25–27:** Police Fleet Management Course, Washington, D.C.; **Aug. 25–29:** Police Facilities Planning and Design Course, Las Vegas, Nev.; and **Aug. 25–29:** Police Public Information Course, Chicago, Ill., all sponsored by the International Association of Chiefs of Police. Contact: IACP, 11 Firstfield Rd., Gaithersburg, Md. 20760, 800/638-4085.

Aug. 11–13: First Police Executive Media Relations Workshop, Dallas, Texas, sponsored by the Southwestern Legal Foundation. Contact: SLF, P.O. Box 707, Richardson, Texas 75080, 214/690-2377.

Aug. 11–15: Public Program Evaluation Seminar, Cambridge, Mass., sponsored by the Massachusetts Institute of Technology. Contact: Director of Summer Session, Room E19-356, MIT, Cambridge, Mass., 02139, 617/253-3601 ext. 3604, Prof. Richard Larson.

Aug. 17–21: 110th Congress of Correction, San Diego, Calif., sponsored by the American Correctional Association. Contact: ACA, 4321 Hartwick Rd., Suite L-208, College Park, Md. 20740, 301/864-1070.

Aug. 17–22: Graduate College and **Aug. 17–29:** Summer College, Session II, both held in Reno, Nev., and sponsored by the National Council of Juvenile and Family Court Judges. Contact: National College of Juvenile Justice, Univ. of Nevada, Reno, P.O. Box 8978, Reno, Nev. 89507, 702/784-6012.

Aug. 18–22: School Violence and Vandalism Workshop, Columbia, Mo., sponsored by the National School Resource Network in cooperation with the University of Missouri-Columbia Juvenile Justice Academy. Contact: Richard D. Ruddle, Police Juvenile Services, U of M-C, 307 Watson Place, Columbia, Mo. 65211.

Aug. 19–20: Quality Assurance in Alcohol/Drug Treatment Programs Workshop and **Aug. 21–22:** Outcome Evaluation for Alcohol and/or Drug Treatment Programs Workshop, both held in Center City, Minn., and sponsored by Hazelden Training and Professional Education. Contact: Marilyn Brissett, Continuing Education, Box 11, Center City, Minn. 55012, 612/257-4010 ext. 419.

Aug. 21–23: National Advisory Committee for Juvenile Justice and Delinquency Prevention Executive Committee Meeting, Portland, Ore. Contact: Kimberly B. Marlowe, Birchaven Enterprises Inc., 300 Gosling Rd., Portsmouth, N.H. 03801, 603/431-5885. ■

Training To Combat Arson Offered By ATF

A series of intensive training sessions aimed at combatting arson-for-hire are being conducted by the Bureau of Alcohol, Tobacco and Firearms (ATF) under an LEAA grant. Topics covered in the sessions include detection of arson motives, investigative methods, collecting evidence, and insurance fraud.

The first session is July 14–18 in Boston, followed by courses in Cleveland, Ohio, Aug. 18–22; Philadelphia, Pa., Sept. 22–26; New York City, Oct. 20–24; Atlanta, Nov. 17–21; and Houston, Dec. 8–12.

Additional information about the courses is available from the Bureau of Alcohol, Tobacco and Firearms, Attn: Chief, Training Division, 5600 Columbia Pike, Suite 300, Falls Church, Va. 22041, 703-235-1321. ■

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William S. Richardson, chief justice of Hawaii, has been elected president of the National Center for State Courts. Chief Justice Richardson was previously vice-president of the center and has served as a member of its board of directors since its organization in 1971. He was in private law practice for 16 years, and was Hawaii's lieutenant governor for four years before being named chief justice in 1966. He has served as president of the Hawaii Bar Association, was a member of the House of Delegates of the American Bar Association, and has been chairman of the Conference of Chief Justices. A graduate of the University of Hawaii, he holds a JD from the University of Cincinnati.

Elmer B. Litchfield has been appointed executive director of the Louisiana Commission on Law Enforcement and Administration of Criminal Justice. Mr. Litchfield, a native of Meridian, Mississippi, retired as a special agent of the Federal Bureau of Investigation in 1979 after 28 years of service. His first assignments in the FBI were in the Boston and Chicago offices. He transferred to Baton Rouge in 1962 and was promoted to Senior Supervisory Agent in 1967. Mr. Litchfield received a B.A. from the University of Mississippi in 1950.

Dr. Joseph H. Davis, chief medical examiner, Dade County, Florida, and a past president of the Dade County Medical Association, is president-elect of the American Academy of Forensic Sciences. Dr. Davis, a professor of pathology at the University of Miami School of Medicine, was president of the National Association of Medical Examiners from 1975 to 1976 and is a diplomate of the American Board of Pathology and the National Board of Medical Examiners. Dr. Davis also is a surgeon in the Reserve Corps of the U.S. Public Health Service.

Bradley K. Johnson has been confirmed as the new chief of the Houston, Texas, Police Department. Mr. Johnson served as assistant chief since October 1976. He joined the Houston force in 1953 and rose through the ranks, starting as a police trainee. He served in the safety, accident, robbery, homicide, and traffic enforcement divisions; and in the Special Investigations and Criminal Investigation bureaus.

Willie J. Bosket, Sr., currently serving a 15-year sentence for bank robbery in Leavenworth, became the first prisoner in U.S. history to be inducted into Phi Beta Kappa, the exclusive academic honor society. He graduated December 1979 from the University of Kansas with a degree in psychology and a 3.97 grade point average (out of a possible 4). He studied for his B.A. degree while participating in a college study program for Leavenworth inmates and is currently working on a master's degree in sociology.

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BJS LEAA NIJ OJARS Justice Assistance News

Victim Rates Higher For Hispanics

Hispanics living in the United States are victims of most types of crime more frequently than non-Hispanics, according to a Bureau of Justice Statistics study.

Using National Crime Survey data from 1973 through 1978, the Bureau's advance report on the Hispanic victim noted that households headed by Hispanics have higher average rates for residential burglaries, household larcenies, and motor vehicle thefts. Individuals of Hispanic origin also have higher robbery victim rates than do non-Hispanics.

For the purposes of the report, Hispanics are defined as Mexican-Americans, Chicanos, Mexicans, Mexicanos, Puerto Ricans, Cubans, Central or South Americans, or other persons of Spanish culture or origin regardless of race.

In general, the report said, Hispanics are as likely as non-Hispanics to report crimes to the police. There was some indication that non-Hispanics are more likely to inform the police about personal crimes of theft, but the overall proportion of violent crimes reported by the two populations did not differ significantly.

The report said that Hispanic men are much more likely than women to be the victims of violent criminal attacks. Moreover, persons aged 12 through 19 years, irrespective of sex, have a much higher rate as victims of violent crimes than do the elderly. These disparities parallel similar differences among non-Hispanics.

The forthcoming full report will include detailed information.

Single copies of "The Hispanic Victim: Advance Report" are available free from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

Victimization Rates Per Thousand Persons
Hispanics vs. Non-Hispanics

Robbery	8.7 vs. 6.4
Robbery with injury	3.1 vs. 2.1
Robbery without injury	5.6 vs. 4.3
Personal larceny without contact	82.5 vs. 93.0

Victimization Rates Per Thousand Households
Hispanics vs. Non-Hispanics

Burglary	100.9 vs. 89.5
Household larceny	140.5 vs. 119.9
Motor vehicle theft	27.6 vs. 17.6

House Rejects LEAA Budget Amendment

The House of Representatives has rejected the McClory-Gudger amendment to the State-Justice appropriations bill by a vote of 221–182. The amendment would have added $100 million to the fiscal year 1981 appropriation for LEAA.

As the House proposal now stands, $100 million would be appropriated for the Office of Juvenile Justice and Delinquency Prevention (OJJDP); $12.5 million for the Public Safety Officers' Benefits program (PSOB); $15 million for OJARS/LEAA administration; and $45 million would be split between BJS and NIJ.

As *Justice Assistance News* went to press, the Senate Appropriations Subcommittee was about to take up the budget debate.

A proposal still to be settled is the Kennedy-Baucus-Biden amendment to the Senate's Department of Justice reauthorization bill that would prescribe an allocation of appropriated funds as follows: $100 million for OJJDP; $12.5 million for PSOB; $35.5 million for LEAA grants; $19 million divided between NIJ and BJS; and $10 million for OJARS/LEAA administration. ■

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The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the U.S. Department of Justice. Use of funds for printing this periodical has been approved by the director of the Office of Management and Budget through June 30, 1980. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING. . .

Accreditation: Critical To The Future Of Law Enforcement

Homer F. Broome, Jr., is administrator of LEAA and a former commander in the Los Angeles Police Department where he headed the Commission Service Group for the Los Angeles Board of Police Commissioners.

Recently, I stated that LEAA would continue financing the Commission on Accreditation for Law Enforcement Agencies through the next two years despite possible funding cuts that would eliminate the agency.

I did so because I believe this effort is critical to future law enforcement activities. It is perhaps the most dramatic program LEAA has ever undertaken in the law enforcement arena. And it is long overdue.

For years, people have been looking to the Uniform Crime Reports to evaluate the quality of police operations. Police managers have been called on every time the crime rate goes up to explain rising crime rates without standard measurements for planning or defending their operations. Although the UCRs are very important, they are not an appropriate way to evaluate the quality and effectiveness of police work.

Over the past 12 years there have been three major national initiatives to develop recommendations for upgrading the American police service: the President's Commission on Law Enforcement and Administration of Justice (1967); the National Advisory Commission on Criminal Justice Standards and Goals (1973); and the American Bar Association's Advisory Committee on the Police Function (1973).

The findings of these groups provide a valuable source for the current accreditation effort. They identified the need for improvements, set out recommendations and standards, and established timetables for achieving the standards. However, there has been no major push in the ensuing years to modernize these standards in accord with swiftly changing police practices and societal needs or develop a certifying or accrediting process—an important addition to the current effort. And there has been no endeavor to provide police an incentive for implementing standards.

This new effort—being conducted jointly under a $1.5 million LEAA grant by the International Association of Chiefs of Police (IACP), National Organization of Black Law Enforcement Executives (NOBLE), National Sheriffs' Association (NSA), and Police Executives Research Forum (PERF)—will establish an independent accreditation process which aims to increase the effectiveness and efficiency of local law enforcement agencies in the delivery of police services; increase confidence of citizens in the effectiveness of the police, thereby providing community support for law enforcement agencies; increase confidence of individual police officers in the effectiveness of their own agencies; and standardize administrative and operational procedures among agencies to increase understanding and cooperation between police and other law enforcement agencies, and between the police and the courts, the prosecutors, and correctional agencies. All of this should serve to increase the effectiveness of the entire criminal justice system.

These aspects of the current accreditation effort—cooperation and coordination of the four agencies—distinguish it from previous initiatives. The standards are being developed by organizations that know law enforcement operations. They will not be

(continued on page 3)

Death Row Population Rises

The number of prisoners on death row increased by 103 during 1979 and reached a near record total of 567 men and women, the Bureau of Justice Statistics has announced.

The execution of one prisoner each in Florida and Nevada during 1979 marked the second and third times that the death penalty has been carried out in the United States since 1967.

Three women were condemned to death during 1979, according to the advance report on capital punishment for 1979, and one was removed from death row, bringing to seven the total number of women under sentence of death at the year's end—one black woman and six white women.

The greatest number of persons held under the death sentence—620—was recorded at the end of 1971, just prior to the U.S. Supreme Court's Furman vs. Georgia decision, which invalidated most state death penalty laws. Last year's figure came closest to the 1971 total.

The number of jurisdictions with capital punishment laws in force was 38 at the end of 1979, which is also close to the record of 42 at the time of the Furman decision.

In all, 25 states imposed the death penalty during the year, and 29 held one or more prisoners on death row last December.

There were 25 Hispanics awaiting execution last December, an increase of seven during the year. About 40 percent of the total number of prisoners awaiting the death penalty were blacks.

Florida with 138 death row inmates and Texas with 117 such prisoners accounted for 45 percent of all prisoners awaiting execution at the end of 1979.

Illinois almost quadrupled the number of its death row inmates, and Arizona and California almost tripled the number of such prisoners in their respective states.

Single copies of "Capital Punishment 1979: Advance Report" are available free of charge from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850, as are detailed findings in the report "Capital Punishment 1978." ■

Accreditation Is Critical

(continued from page 2)

promulgated by the federal bureaucracy, but will be formulated by law enforcement practitioners and outside citizen evaluators.

Each association will research and develop standards pertaining to various law enforcement functions and roles:

NOBLE will look at all areas of police jurisdiction, including sheriffs, independent county police, and state police organizations—focusing on the development of advancement, recruitment, and selection policies.

The NSA will direct its efforts exclusively towards the nation's sheriffs' departments.

PERF will focus on municipal police departments in communities serving a population between 100,000 and 500,000.

The IACP will develop standards in all jurisdictions for those topical areas not covered by other groups and exclusively in areas such as community resources, employee relations, support services, and internal discipline. The IACP also will provide coordination and administrative services for the program.

The Commission on Accreditation for Law Enforcement Agencies—composed of 11 officials from the enforcement community and 10 representatives from government and the private sector—will review the standards and solicit views from local and state government officials, various community representatives, and public interest groups throughout the standards development stage to assure an acceptable nationwide accreditation process.

(continued on page 14)

Typical Miami Rioters' Views Differ From Those Of Non-Rioters

The typical Miami rioter was 27.8 years old, a single man who dropped out of high school, and a blue-collar worker earning less than $10,000 a year.

He was dissatisfied with his neighborhood and his home. He believed blacks elsewhere earn more money then he did. He was a registered voter who voted at least once in the past two years.

He believed the criminal justice system discriminates against blacks. And he'd never been arrested.

In fact, the typical Miami rioter is not much different than the non-rioters from the same areas, according to a survey conducted by the Behavioral Science Research Institute in Coral Gables, Fla., and The Miami Herald.

The survey was conducted in five riot-torn areas of Miami and surrounding Dade County. For the purposes of the study, a riot participant was identified as anyone who said he or she was slightly, somewhat, or actively involved in the May disturbance in Miami. Some 444 blacks were interviewed. Of those, 112 said they participated in the rioting.

When questioned about the extent of 23 problems in the black community—ranging from unemployment and poverty to poor schools and dirty neighborhoods—the perceptions of riot participants varied dramatically from those of non-rioters.

For example, significantly fewer riot participants identified "parents unable to control their children," "too much drinking," and "too much drug use" as major problems.

Rioters were more likely to say that blacks in other cities had better jobs, higher incomes, and better educations.

Fifty-one percent of rioters said that blacks would gain more by the riot than if it had not occurred. Fewer than 45 percent of the non-rioters agreed. ■

Officials Find Cooperation Can Snuff Out Arson

—Real estate speculators buy a house at a low price from a white family and sell at a high price to a minority family. The new owner loses his job and abandons the home. The vacant property becomes a target for vandals who set fires for the thrill of watching the fire department at work.

—The landlord of a large, run-down apartment building with high operating costs in a market that will not bear high rents applies for a federal subsidy to benefit low-income residents. The tenants protest the rent subsidy because they earn too much money to qualify for it but are too poor to afford the higher rents that will be charged after a renovation. Fires are set to burn them out so renovations can take place.

These two incidents typify the complexity of the arson problem now confronting many of the nation's cities. They are reported in a new publication—"Arson Prevention and Control"—prepared by Abt Associates, Inc., of Cambridge, Massachusetts, under a grant from NIJ.

The 167-page report highlights promising arson prevention and control strategies now being used by some states and localities. The report is based on survey responses from 170 cities and the experiences of arson control units in Seattle, Denver, Dallas, Philadelphia, New York City, and New Haven. Public interest groups, insurance companies, and knowledgeable individuals in other cities also were canvassed.

Until recently, arson received scant attention because it was considered a nonviolent crime destroying only worthless property, according to NIJ project monitor James Gardner.

In fact, Mr. Gardner said, arson fires kill some 1,000 people each year, and national property losses are estimated at $1.2 billion annually.

The report said the most important anti-arson development in the last five years has been the realization that local fire and police departments cannot control arson alone. In response, many jurisdictions have successfully developed an independent, interagency capability or task force to coordinate and direct the diverse community resources needed to control this crime. To help this effort, LEAA last December provided $9 million from its discretionary grant funds.

To assist communities create arson task forces, NIJ's publication—a program model—stresses issues such as the task force's planning role, leadership and sponsorship, membership and organization, possible activities and accomplishments, and guides for organization and management.

The publication said that strategies designed solely to increase arrests and convictions do not significantly deter arson because economic and social conditions continue to tempt a new crop of arsonists.

It discusses various experimental approaches for deterring potential arsonists, however. These include arson patrols, media campaigns, juvenile service programs, community organization, criminal code enforcement, and legislative reforms.

Photo: San Francisco Fire Dept.

The report points out, for example, that Seattle and New York City have used arson patrols with apparent success.

"At one time New York had as many as 100 men on patrol in special target neighborhoods that were plagued by vacant building fires, especially in areas in South Bronx and Bushwick/Brownsville in Brooklyn," the report said.

"With the presence of the patrols, arson fires in these areas were reduced by 40 percent."

The report said the patrols consisted of fire marshals in patrol cars making unpredictable visits to target neighborhoods and removing squatters from vacant buildings. Patrol routes were established by examining fire patterns by type of structure over a one-month period.

The publication emphasizes the importance of data systems to effective arson control programs. Three types of systems are reviewed: national reporting systems, local investigative information systems, and early warning or diagnostic systems.

Recommending the establishment of early warning systems, the report said: "An investigative information system, by revealing patterns in the location, incidence, and motives of arson fires, can assist in targeting remedial or preventive actions. Early warning systems go one step further by identifying the events which typically precede an arson problem, thus locating potential targets of future arson fires—particularly those based on profit motives."

The report said arson investigators typically lack two major ingredients for a successful case: witnesses to the crime and evidence that arson was committed. Several general topics for improving cause determination and subsequent case investigation are listed in the program model. They include case selection, initial and continuing investigation, staff, equipment, and allocation of funds for laboratories.

Single copies of the publication, "Arson Prevention and Control," are available free from the National Criminal Justice Reference Service, Distribution Services, Box 6000, Rockville, Maryland 20850. ■

Courts Work To Improve Presentence Reporting

To a probation officer burdened by a heavy caseload, writing a presentence investigation report is often just part of the bureaucratic routine.

But for a convicted offender, the information in the report can spell the difference between a prison sentence or probation.

Because the presentence investigation report is so important, LEAA awarded grants totaling $800,000 to nine jurisdictions in November 1979 to establish programs to improve presentence reporting.

"The information contained in the presentence investigation report is often the only information the judge has about the defendant at the time of sentencing," said Marlene Beckman, project monitor of LEAA's Presentence Investigation Report Program.

"The report details the defendant's ties to family and the community, employment record, and previous criminal activity, if any. It's often the main tool the judge uses to help decide the severity of the sentence."

The aims of the program are to improve the quality of material presented in the report, increase judges' utilization of the report, foster more consistent sentencing practices, increase the efficiency and effectiveness of the probation office, and enhance the use of the information in the report by other criminal justice agencies.

Serves Other Functions

The presentence investigation report serves other important functions besides aiding the court in determining the appropriate sentence, Ms. Beckman said.

For instance, it also may assist correctional personnel in classifying the offender and making prison assignments in the event the offender is sentenced to an institution.

The parole authority reviews the presentence investigation report when making parole decisions, and the report is the initial source of information about the defendant for the supervising probation officer. In addition, the report may be used by drug or alcohol abuse treatment agencies and appellate courts in their reviews of sentencing practices. Finally, the report serves as a source of information for research about convicted offenders.

The nine agencies participating in the Presentence Investigation Report Program are: District of Columbia Superior Court; State Office of Adult Probation, Hartford, Conn.; Delaware County, Pa., Office of Court Services; Los Angeles County, Calif., Probation Department; Multnomah County, Ore., Division of Corrections; Administrative Office of the State Courts, Trenton, N.J.; Pima County, Ariz., Adult Probation Department; Santa Clara County, Calif., Adult Probation Department; and the Texas Adult Probation Commission.

Recommendations Incorporated

In each agency, project staff will design presentence investigation reports and related procedures based on recommendations contained in LEAA's "Presentence Report Handbook" published in 1978. The projects will review their current presentence report practices, develop new presentence investigation report formats, test them, and evaluate their impact on probation officers' recommendations to the court, sentencing, and use by other criminal justice agencies.

The American Justice Institute, Sacramento, Calif., is providing technical assistance and training project staff.

At a cluster meeting of staff from the nine projects May 12–15 in Washington, D.C., keynote speaker Judge Paul R. Huot of the New Jersey Superior Court told the group: "As long as our legislatures repose discretion in a sentencing court, and as long as our appellate courts set forth the principles of punishment, deterrence, and rehabilitation as a guide to sentencing, then our purpose in seeking to improve the presentence investigation report and its utilization is an important one."

Further information about this project is available from Ms. Marlene Beckman, Corrections Division, LEAA, 633 Indiana Avenue, N.W., Washington, D.C. 20531.

Copies of "Presentence Report Handbook" are available free from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

After the verdict, the presentence investigation report helps the judge decide the sentence.

Crisis Center Increased Rape Convictions

It started with a group of angry women in Louisiana.

In 1974, there were 98 rapes in Baton Rouge. Thirty-eight persons were arrested, but only 3 percent were convicted.

In 1979, there were 109 rapes, with 47 arrests—but 90 percent were convicted.

And the first five rape cases that went to trial in 1980 resulted in convictions.

What happened in the four-year period?

Baton Rouge authorities say it was the creation in 1975 of the "Stop Rape Crisis Center," supported primarily with funds from the National Institute of Justice (NIJ).

Now, all rape cases in Baton Rouge are handled through the center. The center has been so successful that it is one of only 32 projects to have received an "Exemplary Project" designation from NIJ.

The catalyst for the formation of the center was the low priority given rape cases by the community's law enforcement agencies and the lack of supportive social services for rape victims.

Comprehensive Program

In 1974, a group of Baton Rouge women, respresenting a cross-section of the community, mounted an offensive against rape.

Identifying key problems, the group presented its findings to the district attorney who helped design a comprehensive program to improve enforcement and prosecutorial techniques while minimizing the victim's trauma.

Many features of the Louisiana project are typical of other rape crisis centers, but Baton Rouge goes beyond the standard approach in several significant ways:

—Its status as a section of the District Attorney's Office helps ensure that adequate prosecutorial resources are devoted to rape cases.

—Coordination is emphasized. City police and the county sheriff helped plan the center, and it is an integral part of processing virtually every reported rape case.

—Judges collaborate in a system of "vertical prosecution" in which each rape case is assigned to a particular judge and prosecutor from arraignment through trial.

—Involvement of the medical community and provision of free medical service to rape victims. Seventeen doctors volunteer their time on a rotating basis, and two local hospitals have set aside examination rooms expressly for rape victims.

—Involvement of the community at large. Trained volunteer counselors staff a 24-hour telephone crisis line.

Additionally, volunteer women counselors act as the victim's personal escort, accompanying her through every phase of the prosecution of her case.

Vicki Ott, project director for the Baton Rouge Center, said the program has handled about 600 cases since its inception—an average of about 110 per year.

"The program is proving highly successful," Ms. Ott said. "It used to be that rape cases were considered very difficult to prosecute, and the prosecutors often didn't put a lot of time into them. But now, with the center operating with everyone's cooperation, rape cases are treated with the highest priority and are held to be just as important as murder or kidnapping cases."

The center was supported from its inception through January 1978 with $71,903 in NIJ grants, plus $17,620 in local funds. Since January 1978 it has been funded entirely by Baton Rouge.

The Baton Rouge Center was the second such program to receive an Exemplary Project designation from the NIJ.

The Polk County Rape/Sexual Assault Care Center in Des Moines, Iowa, also earned the exemplary label.

To qualify as an exemplary project, a program must show:

—Overall effectiveness in reducing crime or improving criminal justice.

—Adaptability to other jurisdictions.

Counselor receives call from rape victim.

Counselor escorts rape victim to hospital.

Counselor comforts rape victim while prosecutor tapes a statement.

To 90 Percent

—Objective evidence of achievement.
—Demonstrated cost effectiveness.

Program Model Available

The NIJ also has published a program model—"Rape: Guidelines for a Community Response." The 296-page book describes the components which make up an effective community response to rape, highlights those activities and approaches which seem most effective, and provides guidance on implementation issues and possible pitfalls.

Single copies of brochures on the rape crisis centers may be obtained by writing: National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. Copies of the program model—"Rape: Guidelines for a Community Response"—are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is 027–000–00886–1. The price is $7 per copy, prepaid.

Copies of the detailed manual on the Baton Rouge program, "Stop Rape Crisis Center," are also available from the Government Printing Office. The stock number is 027–000–00868–2. The price is $3.75 per copy, prepaid. ■

Rape counselor also accompanies victim to court.

Views In The News

CREATIVE SENTENCING: "Our system of justice is flawed in many respects and the often arbitrary manner in which jail sentences are handed out is, at least, part of the problem.

"Many times, jail sentences do not serve any constructive or rehabilitative purpose for offenders. . .

"Recently, a woman dying of cancer was to be sentenced for manslaughter. Rather than put her in jail for the last months of her life, she was given what is being called in judicial circles a 'creative sentence.'

"This relatively new concept in sentencing may succeed in limiting seemingly futile jail sentences by providing a constructive alternative. Creative sentencing has been tried in various courts throughout the country since the late '70s on an experimental basis; indications are that the system has the potential to make the retribution process a meaningful and constructive one. . .

"The concept . . . is, indeed, creative and it is one of the most positive new ideas in our justice system. It is hoped that the program will perpetuate itself through its success, be an impetus for other innovative ideas, and help to end the massive backlog of court cases and the unnecessary overcrowding of our jails."—*Editorial, Lansdale, Pa., North Penn Reporter.*

RESCUING JUVENILE OFFENDERS: "Juveniles should not be placed in jail with adults.

"The practice, long denounced by criminologists, exposes youngsters—many of them runaways or truants who have committed no crime—to severe physical and emotional injury. . .

"A speaker at a national conference on the problem called the confinement of children with adults 'a continuing national tragedy.' That description was no exaggeration. . .

"Many of the juveniles become victims of crimes in jail far worse than any crime that they committed against society. One juvenile justice specialist told the conference, 'The cases of assault and rape of juveniles are too many to be enumerated and too common to be denied'. . .

"Youngsters placed in jail with adults suffer extreme emotional stress. The conference reported that the suicide rate of juveniles held in adult jails is seven times higher than that of children detained in juvenile facilities.

"In addition to the estimated 500,000 juveniles in adult jails, another half-million are confined each year in juvenile facilities. One speaker said about half of these could be released with no threat to public safety. He based his conclusion on a study of jurisdictions that jailed juveniles only if they were charged with a serious crime, and of jurisdictions that placed many more youngsters in jail.

"It is clear from the evidence produced at the conference that juvenile offenders should not be jailed with adults. It is equally clear that alternatives to prison should be used whenever possible, if the youngsters involved are not a threat to the safety of others.

"Each time an effective alternative rescues a juvenile from going to jail, society gains."—*Editorial, The Los Angeles Times.*

Moving? Don't forget to write!

You help us speed your change of address by clipping the label from your *News* and sending it with your new address to: *Justice Assistance News*, 633 Indiana Ave., N.W., Washington, D.C. 20532.

'McGruff,' The Canine Crim

McGruff visiting the Capitol. . .

A new crime fighter named McGruff was introduced at a Washington, D.C., news conference July 1 by the person who named him—a New Orleans police officer.

McGruff, a six-foot canine in a detective-style coat, may do to crime what Smokey the bear did to the forest fire—help prevent it.

McGruff was introduced to the nation by Officer John Isbell, of the New Orleans Police Department crime prevention office, whose entry was selected as the winner from several thousand received during the eight-week dog-naming contest.

Sightseeing In D.C.

Officer Isbell, a 13-year veteran of the department, was the guest of honor at a luncheon following the news conference.

The police officer was accompanied by the dog—really a man in dog's clothing—to sightseeing spots around the nation's capital.

Robert Keim, the Advertising Council president who launched the national crime prevention campaign last November in New York, said the campaign is already receiving wide support from broadcasters, publishers, and outdoor and mass transit advertisers.

The dog has become well known through his frequent appearances on national and local television, which, with print media, donates advertising time and space. Wearing his trenchcoat and a wise air, McGruff dispenses crime tips with a gravelly but authoritative voice, always ending with the campaign slogan: "Take a bite out of crime."

OJARS Director Henry S. Dogin, said he was pleased with the public recognition of the crime problem engendered by the media campaign.

Provides Information

He said the campaign is attempting to change unwarranted feelings and attitudes that crime is an inevitable part of people's lives. It provides accurate, up-to-date information about crime prevention techniques for individuals and organizations. The campaign shows, for example, that only a small percentage of crimes are violent. Most are crimes against property, and many could have been prevented by following simple crime prevention instructions, Mr. Dogin pointed out.

McGruff is the product of a New York advertising agency, Dancer Fitzgerald Sample, Inc., which created the dog as a volunteer public service.

With Craig and Kara Bailey and Terry Nail of Lakeland, Florida, at the Capitol. . .

Shaking hands with Officer Isbell. . .

...e Fighter, Meets The Nation

The Crime Prevention Coalition was formed earlier this year to spearhead the national citizens' crime prevention campaign. It is comprised of 37 not-for-profit organizations and four federal agencies.

The object of the campaign is to encourage citizens to participate in the creation of new crime prevention programs in communities where no efforts presently exist and to support efforts already in place.

Crime-fighting Tips

McGruff offers simple crime prevention instructions distributed in a basic brochure, "You Could Stop A Crime," and a dozen spinoff books available free from Box 6700, Rockville, Md. 20890. These range from protecting your neighborhood from crime to self-protection and protection of businesses.

The materials encourage and assist citizens, neighborhood groups, and local chapters of national membership organizations to carry out programs such as Neighborhood Watch and Operation Identification, two projects that have been successful in reducing residential burglaries in many communities across the nation.

Close cooperation with local law enforcement officials is encouraged, and every police and sheriff's department has received a special flyer introducing law enforcement personnel to the crime prevention dog.

Other Crime Tackled

"Ultimately, the campaign will tackle an array of business-related crimes such as employee theft, fraudulent check passing, robbery, burglary, and shoplifting," said Edward W. Dooley, volunteer campaign coordinator for the Advertising Council campaign.

The Ad Council and LEAA last year launched the campaign with an initial $300,000 in federal funds as well as $150,000 in private donations obtained by the National Council on Crime and Delinquency.

"While no one expects the campaign to eradicate crime, I am certain that the combination of active citizen groups, effective communications, and McGruff will, in fact, help take a bite out of crime," said Milton G. Rector, president of the NCCD.

Further information about the campaign may be obtained by writing Secretariat, National Citizen's Crime Prevention Campaign, 20 Banta Place, Hackensack, N.J. 07601, or by telephoning 201-489-9550. ■

And with a friend in an anti-crime T-shirt.

Handing out crime prevention booklets to Washington, D.C., school children...

best copy available

6 Cited For Leadership In Crime Prevention

Clarence Kelley, a former director of the Federal Bureau of Investigation, and Connie Jones, an 18-year-old high school senior from Alabama, were among six people cited for outstanding leadership in crime prevention last month.

In addition, the Crime Prevention Coalition saluted John Isbell, a crime prevention officer from the New Orleans Police Department. Officer Isbell won the contest to name the crime prevention dog.

Mr. Kelley, FBI director from 1973 until 1978 and a former Kansas City chief of police, now is operating his own private investigative organization specializing in white-collar crime, fraud, and arson. He was cited for helping launch the National Citizen's Crime Prevention Campaign.

Connie Jones is a project chairperson of the Mountain Brook High School Distributive Education Clubs of America chapter in Birmingham. She was cited by the coalition for her leadership in obtaining a proclamation from the Birmingham mayor and in creating a theme for the city's anti-shoplifting campaign.

Ferris Lucas, executive director of the National Sheriffs' Association since 1964, was cited for creation of the National Neighborhood Watch Program.

Mary Jean Houde, working with the the General Federation of Women's Clubs, was cited for her work with the Hands Up crime reduction program, which she conceived and put into operation in 1974. She is from Lisle, Illinois.

George Sunderland is senior coordinator of the crime prevention program for the 13-million member National Retired Teachers' Association/American Association of Retired Persons. Mr. Sunderland, cited for his crime prevention work with senior citizens, is a veteran of the Metropolitan Police Department, Washington, D.C., and the White House special police.

Leo Perlis was director of the AFL-CIO's Department of Community Services from 1955 until his retirement in February 1980. He also was cited as an initiator of the National Citizen's Crime Prevention Campaign.

All received the National Citizen's Crime Prevention Campaign special citizen's award "for outstanding leadership and distinguished service to the nation in crime prevention." Officer Isbell received a plaque for naming the dog. ■

Mary Jean Houde

Connie Jones with Henry Dogin.

Leo Perlis

Community Treatment Center Programs Studied

Faced with funding, staffing, resident, programmatic, and neighborhood problems, community corrections managers came to Washington in June to find out how to improve the quality of their programs.

The meeting was the final one of a series of advanced management seminars for community corrections sponsored by the International Halfway House Association and conducted under a $100,000 LEAA grant by the Pioneer Cooperative Affiliation (PCA) of Seattle.

During the past several years, the National Training Institute on Community Residential Treatment has trained more than 1,000 community corrections program administrators and other officials in organization, resource development, accountability, and program planning.

"Community residential treatment is a relatively new concept in corrections," said PCA project director Norman Chamberlain.

"There is still an awful lot we don't know about what works and what doesn't or how to measure the effectiveness of this kind of rehabilitation. The National Training Institute is the first nationwide effort to focus attention on the problem and to begin to develop solutions."

The discussion at the June seminar focused on a recent Government Accounting Office study of the community corrections efforts of the federal Bureau of Prisons.

Prescriptive Package

Representatives from more than 20 state, county, and federal contracting agencies and 20 national, regional, and local halfway house administrators met to discuss the Bureau's new contracting procedures, which resulted from recommendations in the GAO report, and to develop a "prescriptive package" for community corrections programs.

One of the federal prison system's major goals in community corrections for the next five years will be to increase the quality of community programs provided to inmates, Gerald M. Farkas, the Bureau's assistant director, told seminar participants.

To improve these programs, the Bureau is revising contracting procedures and statements of work for contract community treatment centers, stepping up monitoring efforts, and providing training both for contractors and Bureau community program officers.

The Bureau also has become involved in the formation of the Forum on Community Corrections, consisting of representatives of the federal prison system's Community Programs Branch, the International Halfway House Association, and the community at large, Mr. Farkas said. The Forum will provide an arena for the discussion of community programs and will send a survey questionnaire to community corrections workers to gather information on issues, problems, and training needs.

Visit Model Facility

Seminar participants also visited a model community treatment facility—the Montgomery County, Md., Pre-Release Center. It has been named an "Exemplary Project" by the National Institute of Justice. It provides an alternative between probation supervision and long-term security confinement by operating a work release/pre-release program for offenders due to be freed within six months.

A resident of Montgomery County's Pre-Release Center returns after a day on the job.

Inmates receive vocational and educational training, job placement services, and counseling and pay their room and board as well as support for their families.

Advantages Cited

Kent Mason, center director, explained to seminar participants the advantages of the pre-release program:

- It works. Over 92 percent of center releasees are not reincarcerated, a two-year followup study showed.

"Participants are released to the community with appropriate employment, cash savings, suitable housing, and increased social problem solving skills," he said. "This reduces the need for and the probability of offenders continuing crime after release."

- Community protection is increased. Offenders are assessed on their preparedness for release. Those who cannot handle the responsibilities of community life are held.

- It is cost-effective. Participants pay 20 percent of their gross income up to $300 a month for room and board. In addition, they pay restitution, fines, taxes, and family support.

- Neighborhood complaints have been almost nonexistent. Of the last 1,000 participants, five, or one-half of 1 percent, were arrested while in the program, none for a serious crime.

"There has never been a fight in the Pre-Release Center," Mr. Mason said. "A great number of Montgomery County families have sincerely expressed their gratitude for the impact the experience had on a family member."

Commenting on the need for training programs like the National Institute on Community Residential Treatment, Gerald Farkas told participants:

"As we enter the 1980's and both refine old skills and learn new ones, we can not settle for mediocrity. We must insist on professionalism in our staff, demand excellence in their performance, and settle for nothing less. This quality outlook will produce quality results. We owe this to the residents who receive the services in our programs, the staff we employ who look to us for leadership, and to ourselves." ■

Publications

A Program for Women Offenders: How to Start, Fund, Maintain is compiled by The Program for Female Offenders, Inc. Price is $6.00. To order write: TPFOI, 1318 Fifth Ave., Pittsburgh, Pa. 15219.

The Silent Siren, produced by the Rochester, N.Y., Police Dept. and the National Technical Institute for the Deaf, is a videotape and booklet containing suggestions for communicating with the deaf. Price of the videotape is $40 with either ¾ in. cassette or ½ in. reel, 30¢ each for booklets. To order write: Media Services Dept., National Institute for the Deaf, Rochester Institute of Technology, One Lomb Memorial Dr., Rochester, N.Y. 14623.

Citizens in Court is a new quarterly publication of the Fund for Modern Courts, Inc. Single copies of the first issue are available free on a limited basis. For a subscription write: FMCI, 36 West 44th St., Room 711, New York, N.Y. 10036.

Coping with Disruptive Behavior in Group Care is published by the Child Welfare League of America, Inc. Price is $5.50, and stock no. is 087868–137–X. To order write: Arlene W. Stern, Director of Publications, CWLAI, 67 Irving Place, New York, N.Y. 10003.

Four new publications are available from the National Center for State Courts: **Comparative Records Management Systems and the Courts: Manual and Automated Alternatives,** $6.50, stock no. R0044; **Managing to Reduce Delay,** $5.50, stock no. R0049; **Small Claims Courts: Records Management and Case Processing,** $5.00, stock no. R0053; and **Workload Measures in the Court,** $8.00, stock no. R0051. To order write: Publications Dept., NCSC, 300 Newport Ave., Williamsburg, Va. 23185.

United States Circuit Judge Nominating Commission: Its Members, Procedures, and Candidates by Larry Berkson and Susan Carbon ($7.50) and **State Intermediate Appellate Courts Report** by Marlin O. Osthus ($3.75) are both published by the American Judicature Society. To order write: Publications Dept., AJS, 200 West Monroe St., Suite 1606, Chicago, Ill. 60606.

The Abused—Advocacy Programs for Abused Women, is published by the Pennsylvania Coalition Against Domestic Violence. Price is $5.00. To order write: PCADV, 2405 N. Front St., Harrisburg, Pa. 17110.

State Domestic Violence Laws and How to Pass Them: A Manual for Lobbyists is available free from the National Clearinghouse on Domestic Violence, P.O. Box 2309, Rockville, Md. 20852.

Resource Series Offered

A series of resources packages consisting of a videotape cassette, participant's and trainer's manuals, and related publications are now available from the National Criminal Justice Reference Service (NCJRS).

Packages are available on operating a defender office, developing sentencing guidelines, health care in correctional institutions, managing criminal investigations, prison grievance mechanisms, and maintaining municipal integrity.

Similar resource packages are being compiled and will soon be available on juror usage and management, managing patrol operations, and improved probation strategies.

To request a resource package or additional information, write to NCJRS, Box 6000, Rockville, Md. 20850.

Courts Lax In EEO Practices, Study Finds

Although courts are in a leadership position in interpreting equal employment laws, as employers they lag behind other public and private institutions in creating equal employment opportunities for women and minorities.

This is the conclusion of a study of equal employment opportunity (EEO) in the courts conducted by researchers at the National Center for State Courts. To overcome the problem, OJARS has financed a second phase of the project, aimed at helping state courts comply with federal EEO laws and regulations. OJARS' Office of Civil Rights Compliance has awarded a 12-month, $249,968 continuation grant to support the project.

Under the new phase of the project, staff will provide technical assistance to state court systems to develop and implement their EEO programs, develop and disseminate information on EEO as it applies to the courts, and work to motivate court officials to apply EEO principles by offering them appropriate training.

The project's earlier research revealed a number of reasons that account, in part, for the failure of courts to respond to equal employment opportunity requirements. Researchers found a widespread belief that EEO laws do not apply to courts, a lack of information and expertise in courts for developing and implementing EEO programs, and a lack of involvement by the judicial leadership. Project researchers also reported that most court systems lack a formally organized and effective personnel function and suggested that underrepresentation of minority workers in courts is due less to intentional acts of discrimination than poor personnel practices generally. ■

Most Crimes Peak In Summer, Drop In Winter, Study Finds

Thefts of personal and household property show strong seasonal patterns, in contrast to violent crime such as assault and robbery, according to a new Bureau of Justice Statistics report. The most common pattern is a peak in the summer and decline in the winter.

The report, "Crime and Seasonality," is the first attempt to analyze the issue employing the large National Crime Survey sample.

Its principal findings are that seasonal influences are particularly evident in household larceny, thefts of less than $50, and unlawful-entry burglary. Other crimes with less pronounced seasonal patterns are thefts of more than $50, forcible-entry burglary, assault, and motor vehicle theft, the report noted, adding, "personal robbery showed no evidence of seasonality."

Crimes Peak In Summer

With but one exception, these crimes peak in the summer months and reach their lowest levels during the winter. The exception is personal larceny of less than $50, which is at its highest during October and at its lowest in the summer, apparently because school thefts are an important component. During 1977, for example, 30 percent of the reported minor larcenies occurred inside schools.

Household larceny is a particularly striking example of a summer peak. The crime typically involves the disappearance of goods or cash from inside a home or a yard without the use of force. It is frequently committed by persons having a right to be on the property.

During the study years, 1973 through 1977, about 9 million such larcenies occurred each year. The largest average monthly estimate, 919,000, was recorded in July, whereas the smallest estimate, 578,000, was noted in February.

With no-force burglary there was an annual swing of 54 percent in the seasonal factors. July, the top month, was about 32 percent above average, whereas January was 22 percent below average. On the other hand, for forcible-entry burglary there were peaks in July and December and troughs in February and September–October. In July the number of incidents was 22 percent above average, whereas in February the number was 15 percent below average.

When adjusted for seasonality and irregularity, household and personal larcenies of $50 or more displayed a noticeable long-term trend upward, although a part of this may be attributable to the effects of inflation, the report said.

School Crime Not Reported

The report noted that written summaries of school larcenies showed that many were petty crimes involving the theft or attempted theft of school supplies, gym equipment, or other school-related items from desks or lockers. "Not surprisingly," it commented, "few of these incidents were ever reported to the police."

The restricting of opportunity that results from schools closing in summer "very possibly may account for the 15 to 20 percent reduction in petty larceny regularly occurring during the months of June, July, and August," the report stated.

It said, too, that much additional work needs to be done in seasonal crime data analysis and technical development.

The number of rapes and personal larcenies with contact (purse snatching and pocket picking) is too low for a seasonal variation analysis, the report stated.

Individual copies of the report, which was written for BJS by the U.S. Bureau of the Census, may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

NAACP To Conduct Seminars On The Deadly Force Issue

LEAA has awarded $381,642 to the National Association for the Advancement of Colored People (NAACP), New York City, to establish an information network and conduct training seminars for minority communities on police use of deadly force.

The Police Foundation will assist the NAACP for the next 15 months in a department-by-department analysis of the policies and practices governing police use of their weapons.

"Where these policies and practices are deemed deficient, inadequate, inappropriate, and directly responsible for unnecessary police shootings, they will be exposed," said LEAA Administrator Homer F. Broome, Jr., in announcing the award.

"The public has a right to expect that law enforcement personnel will be guided by policies that are fair and appropriate and create public confidence in law enforcement agencies and in individual officers.

"Officers have an affirmative duty to use that degree of force necessary to protect human life. However, deadly force is not justified merely to protect property interest. A reverence for the value of human life should always guide officers in considering the use of deadly force."

The grant also will be used to analyze states' laws as they relate to deadly force.

Last year, LEAA awarded more than $800,000 to three other organizations—the National Urban League, the University of California at Irvine, and the International Association of Chiefs of Police—to investigate other aspects of police use of deadly force. ■

RECENT GRANTS

BJS

• $499,886 to **SEARCH Group, Inc.,** of Sacramento, California, to support a National Clearinghouse of Criminal Justice Information Systems and to improve state and local crime reporting systems.

• $144,556 to the **MITRE Corporation,** McLean, Virginia, to assess the capability of management information systems to estimate the amount and characteristics of fraud in public assistance programs.

• $536,856 to the **Parents Union for Public Schools** in Philadelphia, Pennsylvania, to improve youth services.

• $75,501 to the **Association for Children with Learning Disabilities,** Phoenix, Arizona, for a research and development project designed to determine the prevalence of learning disabilities in delinquent youths.

• $199,606 to the **National Council on Crime and Delinquency,** San Francisco, California, to evaluate three juvenile delinquency prevention programs.

• $745,071 to the **Oregon Youth Work Alliance,** Portland, to improve youth services in the state and to bring the state into compliance with the Juvenile Justice Act.

LEAA

• $252,971 to the special **Leviticus Project strike force** that is investigating organized, professional white-collar crime in the Appalachian coal fields to enable the New York County district attorney's office to store and retrieve information using the Prosecutor's Management Information System (PROMIS).

• $296,462 to the **New York State Division of Criminal Justice Services,** New York City, to assess pretrial release practices around the state.

• $524,983 to the **National Defender Institute,** Evanston, Illinois, to create multi-county defender services for the indigent in three states.

• $179,963 to the **Alabama Administrative Office of Courts** to help the state's Unified Judicial System reduce crime and civil case backlogs.

• $350,000 to the **National College for Criminal Defense** at the University of Houston, Texas, to continue training defense attorneys, including public defenders.

• $44,982 to the **State Bar Association of North Dakota,** in Bismarck, to evaluate the cost and quality of defender services statewide.

• $737,703 to the **Commission on Accreditation for Corrections, Inc.,** to continue to assist correctional agencies voluntarily seeking accreditation through the implementation of American Correctional Association standards.

• $200,000 to the **Montgomery County, Alabama, District Attorney's Office** to improve services for victims of family violence and their families.

• $157,194 to the **Supreme Court of Virginia** for a court improvement program.

• $500,000 to **Atlanta University** to establish a Criminal Justice Institute that will expand the university's existing criminal justice master's degree program, operate a research directorate, and run a community service program.

• $259,000 to the **Committee on Criminal Justice, Boston, Massachusetts,** to expedite the processing of cases in the Massachusetts Superior Court.

NIJ

• $97,332 to **McLean Hospital,** Belmont, Massachusetts, to conduct a one-year study of the causes leading to violent acts by patients in correctional institutions.

OJARS

• $230,239 to the **Pennsylvania Crime Commission** in St. Davids to support a Mid-Atlantic-Great Lakes Organized Crime Law Enforcement Network to share information among eight states about organized crime and narcotics trafficking.

• $1,600,000 to **Arizona** to continue administering the Rocky Mountain Information Network—a strike force against organized crime and narcotics trafficking.

• $711,136 to the **California Department of Justice** to administer the Western States Information Network (WSIN)—a new five-state project to fight narcotics trafficking and organized crime in California, Oregon, Washington, Alaska, and Hawaii.

Accreditation Is Critical

(continued from page 3)

The aim of the Commission is to establish an accreditation process which is accepted by the police, the public, and all components of the criminal justice system. To do this, the standards and guidelines must accurately measure the nature and manner in which an individual law enforcement agency is able to provide direct access to the public. To have lasting effectiveness, a uniform, systematic approach is needed with a built-in process for continual revision of the standards. The standards must provide the flexibility to accommodate changing conditions and the differences in individual jurisdictions.

The success of the entire accreditation process will depend upon the quality of the standards which are developed. They must be based on the knowledge and experience acquired over the years, and involve the most up-to-date and sophisticated thinking in the field. Most importantly, the standards must provide stimulation and challenge; they must move law enforcement toward what ought to be.

It's an exciting, perhaps revolutionary program with limitless potential for the law enforcement community.

I urge all law enforcement organizations as well as individual officers to support and participate in this important effort.

Law enforcement, like the citizens that it serves, is dynamic and ever changing. We must be prepared to meet the challenge of change in order to endure. ■

Calendar

Aug. 26–30: Eighth Annual Conference of the National Black Police Association, New York City. Contact: NBPA, 5409 Beverly Rd., Brooklyn, N.Y. 11203.

Sept. 3–5: 1980 ABA Traffic Court Seminar, Evanston, Ill. Contact: Myra Moglowsky, ABA National Conference of Special Court Judges, 1155 East 60th St., Chicago, Ill. 60637.

Sept. 7–11: The Prosecutor and the Juvenile and Family Court Seminar, Reno, Nev., sponsored by the National College of Juvenile Justice. Contact: NCJJ, P.O. Box 8978, Reno, Nev. 89507, 702/784-6012.

Sept. 7–11: Hostage Tactics and Negotiations Workshop; **Sept. 28–Oct. 2:** Crowds, Disorders, and Demonstrations Workshop; and **Oct. 19–23:** Law Enforcement/Field Security Survival Program, all held in Winchester, Va., and sponsored by the North Mountain Pines Training Center. Contact: Richard W. Kobetz & Associates, NMPTC, Route 2, Box 342, Winchester, Va. 22601.

Sept. 8–12: Sex Crimes Course; and **Oct. 10–14:** Interview and Interrogation Course, both sponsored by the Florida Institute for Law Enforcement and held in St. Petersburg, Fla. Contact: FILE, P.O. Box 13489, St. Petersburg, Fla. 33733.

Sept. 8–10: Police Productivity Improvement Seminar; **Sept. 8–19:** Supervision of Police Personnel Course; **Sept. 8–19:** On-Scene Accident Investigation Course; **Sept. 22–26:** Arson Investigation Seminar; **Sept. 22–26:** Accident Investigation Photography Course; **Sept. 29–Oct. 3:** Administration of Field Training Officer Programs Course; **Sept. 29–Oct. 17:** Technical Accident Investigation Course; **Sept. 23–26:** Advanced Hostage Negotiating Course; **Oct. 1–3:** Police Traffic Radar Course (Waukegan, Ill.); **Oct. 6–9:** Forensic Science Techniques Seminar; and **Oct. 13–24:** Managing the Selective Traffic Enforcement Program Course, all held in Evanston, Ill. and sponsored by the Traffic Institute, Northwestern University. Contact: Registrar, TI, NU, 555 Clark St., Evanston, Ill. 60204.

Sept. 8–Oct. 3: Crime Prevention Theory, Practice, and Management Seminar; **Oct. 13–24:** Current Concepts and Problems in Crime Prevention Seminar; and **Oct. 28–30:** Residential Burglary and Armed Robbery Prevention Seminar, all held in Louisville, Ky., and sponsored by the National Crime Prevention Institute. Contact: NCPI, School of Justice Administration, Shelby Campus, Louisville, Ky. 40292, 502/588-6987.

Sept. 14–19: Court Information Systems Seminar, Seattle, Wash.; **Oct. 19–22:** Serious and Repetitive Offenders: Policy and Program Strategies Seminar, New Orleans, La.; and **Oct. 19–22:** Space Management in Courts, Denver, Colo., all sponsored by the Institute for Court Management. Contact: ICM, Suite 210, 1624 Market St., Denver, Colo. 80202, 303/534-3063.

Sept. 14–26: National Sheriffs' Institute (sheriffs only), University of Southern California, Los Angeles, sponsored by the National Sheriffs' Association. Contact: NSI, 1250 Connecticut Ave., N.W., Suite 320, Washington, D.C. 20036.

Sept. 21–26: Court Management-Managing Delay Seminar; **Sept. 21–26:** Sentencing Felons Seminar; **Sept. 21–Oct. 10:** General Jurisdiction Seminar; **Sept. 28–Oct. 3:** Civil Litigation Seminar; **Oct. 5–10:** Criminal Evidence Session; **Oct. 12–17:** Administrative Law: Licensing, Regulation, and Enforcement Session; **Oct. 12–27:** Alcohol and Drugs Session; **Oct. 12–24:** Special Court Jurisdiction Session; **Oct. 19–24:** Minorities and Disabled in the Courts Session; **Oct. 19–24:** Search and Seizure Session; and **Oct. 19–24:** Administrative Law: Claims and Benefits-Disability Session, all held in Reno, Nev., and sponsored by the National Judicial College. Contact: NJC, University of Nevada, Reno, Nev. 89557, 702/784-6747.

Sept. 22–24: Funding Sources for Law Enforcement Course; **Oct. 6–10:** Police Traffic Radar Instructor Course; **Oct. 6–10:** Hostage Negotiation Course; and **Oct. 6–17:** Traffic Accident Investigation Course, all held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management. Contact: IPTM, University of North Florida, 4567 St. Johns Bluff Rd. S., Jacksonville, Fla. 32216, 904/646-2722.

Sept. 22–25: 26th Annual Seminar and Exhibits of the American Society for Industrial Security, Miami Beach, Fla. Contact: ASIS 26TH ASE, 2000 K St., NW, Suite 651, Washington, D.C. 20006.

Sept. 22–26: Police Juvenile Procedures Workshop, Denver, Colo.; **Sept. 29–Oct. 1:** Risk Reduction: Firearms, Armor, Negligence Workshop, Mobile, Ala.; **Sept. 29–Oct. 2:** Police Discipline Workshop, Cambridge, Mass.; **Oct. 6–8:** Police Fleet Management Workshop, Kansas City, Mo.; **Oct. 6–8:** Police Strikes and Job Actions Workshop, San Francisco, Calif.; **Oct. 6–10:** Management of Multi-Agency Investigative Units Workshop, Phoenix, Ariz.; **Oct. 6–10:** Police Planning and Research Methods Workshop, Hartford, Conn.; **Oct. 13–16:** The Civil and Vicarious Liability of the Police Workshop, San Diego, Calif.; and **Oct. 13–17:** Police Records and Communications Workshop, San Antonio, Texas, all sponsored by the International Association of Chiefs of Police. Contact: IACP, 11 Firstfield Rd., Gaithersburg, Md. 20760, 800/638-4085.

Sept. 24–25: Records Management Seminar for Court Clerks, Minneapolis, Minn.; and **Oct. 15–16:** in Boston, Mass., both sponsored by the National Center for State Courts. Contact: NCSC, 250 W. 14th Ave., Suite 804, Denver, Colo. 80204, 303/534-6424.

Sept. 25–26: California Crime Prevention Officers Association's Annual Training Conference and Seminar, Sacramento, Calif. Contact: Barry Hazle, Planning and Research Officer, Sunnyvale Dept. of Public Safety, P.O. Box 60607, Sunnyvale, Calif. 94088.

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James D. Isom, administrator of company records for Smith & Wesson firearms manufacturers, was presented the first national award for extraordinary assistance in the tracing of guns used in violent crime. Mr. Isom was credited by the Bureau of Alcohol, Tobacco, and Firearms for his help in recovering a gun stolen from a murdered police officer. In another case, a robber dropped his gun at the crime scene in his haste to escape. Mr. Isom traced the weapon so quickly that police were awaiting the culprit when he arrived home.

Neil J. Welch has been appointed secretary of the Kentucky Department of Justice. Mr. Welch is a retired FBI special agent who served throughout the United States for 29 years. His last positions were assistant director of the FBI and chief of the New York field office. Mr. Welch also served in the Buffalo, Detroit, and Philadelphia field offices.

Elizabeth D. Belshaw has been appointed Oregon State Court Administrator. Prior to her appointment, Ms. Belshaw was a senior staff associate of the National Center for State Courts' Northeastern Regional Office in North Andover, Mass. From 1975 to 1979, she was the state court administrator for Maine, and between 1959 and 1975 she served in various administrative capacities in the Colorado state court system.

Former U.S. Attorney General Griffin B. Bell has received The Justice Award, the American Judicature Society's highest honor, for his leading role in generating significant changes in the federal judiciary, including enactment of the Omnibus Judgeship Act, which provided the federal bench 152 new judges, and the Executive Order by which President Carter created the U.S. Circuit Judge Nominating Commission. The Justice Award is given periodically to individuals who make significant contributions to the cause of improving the effective administration of justice. Judge Bell, now a partner in the firm of King & Spalding, Atlanta, served as U.S. Attorney General from 1977 to 1979 and was a judge of the U.S. Court of Appeals for the Fifth Circuit for 15 years.

Hiram K. Undercofler has been elected chief justice of the Supreme Court of Georgia. Mr. Undercofler was presiding justice of the court since 1975. From 1967 to 1975 he was an associate justice. Prior to his judicial appointments, Mr. Undercofler was State Revenue Commissioner and represented Sumter County in the Georgia General Assembly from 1959 to 1963. He graduated with a bachelor of law degree from the University of Georgia in 1946. From 1940 to 1945, he served as a pilot in the U.S. Air Force, achieving the rank of Lt. Colonel.

September 1980
Vol. 1, No. 7

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U.S. Department of Justice

BJS
LEAA
NIJ
OJARS

Justice Assistance News

Justice For Hispanics Often Falls Short

Experts on the criminal justice problems of Hispanics say there is an urgent need to increase the number of Hispanic criminal justice professionals.

Failure to bring more Hispanics into the system as judges, attorneys, police and corrections officials, and jurors often leads to unfair treatment of Hispanic victims and offenders, according to participants at the National Hispanic Conference on Law Enforcement and Criminal Justice.

The officials met in Washington, D.C., July 28 through 30 at the LEAA-sponsored conference to discuss the problems Hispanics face in dealing with the criminal justice system, and to develop a comprehensive plan to resolve those problems.

"LEAA hopes that participants will use this strategy and the recommendations developed at the conference to initiate discussions with their state and local criminal justice officials so that Hispanics can have some impact on resolving the special problems they face in the criminal justice system," said Peggy Triplett, LEAA special assistant to the administrator for minority and women affairs.

"We also hope that national Hispanic organizations, their local affiliates, and the Hispanic community at large will use these recommendations to help criminal justice officials in this endeavor."

Conference participants urged criminal justice agencies to develop affirmative action and equal employment opportunity policies to hire more Hispanics.

They also made a number of recommendations to ensure fair treatment for Hispanics entering the criminal justice system as victims or offenders.

Sensitize Non-Hispanics

For example, they recommended the creation of programs to sensitize non-Hispanic criminal justice personnel to Hispanic mores, and recommended that areas with large Hispanic populations should be served by Spanish-speaking personnel. Incentives such as extra pay for bilingual proficiency could be offered, participants said.

Prison officials in particular must learn to deal with increasing numbers of Hispanics in correctional institutions, said Agenor L. Castro, special advisor to the New York State Department of Correctional Services.

"A great urgency exists to expand and diversify the range and quality of serv-

(continued on page 3)

Diegelman Named OJARS Head

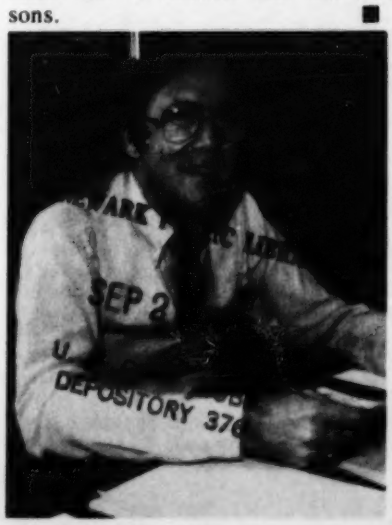
Deputy Attorney General Charles B. Renfrew has named Robert F. Diegelman acting director of the Office of Justice Assistance, Research, and Statistics (OJARS).

Mr. Diegelman, 36, had been assistant administrator, Office of Planning and Management, in OJARS since May 1979 after having served as the Law Enforcement Assistance Administration's director of policy planning and as director of planning and evaluation standards.

Before coming to LEAA in July 1974, Mr. Diegelman served as a management analyst with the Office of Management and Budget's Intergovernmental Relations Division and as chief of the Information Systems Branch of the Special Action Office for Drug Abuse Prevention. Mr. Diegelman joined the federal service as a management analyst with the National Aeronautics and Space Administration in 1970.

He succeeds Henry S. Dogin who resigned July 31.

Mr. Diegelman was born in Baltimore. He is married and has two sons. ■



Robert Diegelman

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Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the U.S. Department of Justice. Use of funds for printing this periodical has been approved by the director of the Office of Management and Budget through June 30, 1980. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING. . .

Hispanics Underrepresented As Criminal Justice Professionals

The following is excerpted from an address by the Hon. John Carro, an associate justice of the Appellate Division of the New York State Supreme Court, before the National Hispanic Conference on Law Enforcement and Criminal Justice in Washington, D.C.

The criminal justice system in the United States is experiencing difficulty. Crime is on the increase, apprehension on the decrease, and society's belief in the system significantly eroded. No longer are judges and police sacrosanct. The inmate population is growing and, increasingly, the delay between arrest and trial becomes greater. There is growing public concern about people being out on bail on charges of the more serious crimes.

Do these factors have any significance for Hispanics?

The answer clearly is yes.

Hispanics, blacks, and other minorities make up the bulk of those who are arrested and, clearly, they bear the brunt of the system. Blacks, Hispanics, and the poor receive disproportionately greater sentences than whites for the same crime. This should come as no surprise to anyone who is familiar with the system. Aside from the fact that there is no question that there is racism involved, there is also the fact that Hispanics, blacks, and the poor are the most likely to be unemployed, the most likely not to have been able to make bail and therefore, more likely to accept a plea bargain. They are the most likely not to be able to hire a lawyer; and because there are so few Hispanics in the system as prosecutors, judges, and probation officers who speak the Hispanic's language and understand his culture and problems, he is more likely to go to jail.

Hispanics are vastly underrepresented on police forces throughout the United States. In New York City they constitute less than 3 percent of the total force of over 20,000 police officers in the New York City Police Department despite the fact that Hispanics constitute 15 to 20 percent of the total population—estimated at over 1.5 million Hispanics.

The result is that there is constant friction between police and Hispanics, particularly in the overwhelmingly Hispanic areas. In these areas, the police are viewed with skepticism, fear, and hostility by the community. And the police, few of whom live there, in turn view the community with suspicion, fear, and hostility. This feeling is exacerbated by the fact that the police are often seen as oppressors who do not speak the language, do not understand the culture, and lack empathy and sensitivity when acting in what otherwise would be a minor or routine situation.

There is an increasing concern with police brutality in the Hispanic community. The number of Hispanic and black deaths at the hands of police is on the rise. What is more alarming is that seldom, if ever, does an indictment of a police officer come about as the result of these needless and sometimes wanton killings. Even in the few instances when an indictment results, generally white juries will acquit a white police officer who kills a Hispanic or a black.

Hispanics and the poor suffer at the hands of our bail system, which is based primarily on money. Several years ago, a study by the Legal Aid Society revealed that over 63 percent of the inmates at Rikers Island, a New York City maximum prison, were there not because they had been convicted of any crime, but because they were too poor to make bail. There have been many instances of persons who

(continued on page 7)

Hispanic Problems Studied

(continued from page 1)

ices offered inmates who cannot comprehend English," he said.

"These services go beyond education and counseling and include religious services, medical and psychiatric care, record-keeping, disciplinary hearings, family visits, commissary purchases, recreation, and a host of other essential housekeeping services."

More attention should be paid to police relations with the Hispanic community, conferees said.

They advocated uniform standards for police use of deadly force with sanctions for agencies violating the standards and police civilian review boards to investigate shootings by police officers.

Police also should be given training in dealing with incidents involving non-English speaking persons, participants urged. Hispanics, they said, react to situations differently than whites or other minorities.

For instance, said Monica Herrera Smith, program coordinator for the Los Angeles County Probation Department, Hispanics when confronted by authority will avert their eyes as a gesture of respect.

"Hispanic culture considers it defiant or insolent to dare look their father or other authority figure in the face when being disciplined. Yet to an Anglo, this person would be seen as evasive or dishonest, that is, guilty," she said.

In the area of courts, conference attendees said that court-appointed attorneys for non-English speaking persons should be proficient in Spanish. They also recommended that Hispanics not be discriminated against when selecting jurors, and that the rate of compensation for jury duty be raised so that more Hispanics can afford to participate.

In discussing the special problems of minority youths, conferees recommended that LEAA's Office of Juvenile Justice and Delinquency Prevention target more funds on "high-risk" minority youths.

"Disproportionate attention is being given to non-chronic, low-risk and status offenders to the detriment of urgently needed programs for high-risk offenders, youths not usually reached through counseling, job programs, halfway homes, retention, or other forms of professional supervision, youth who are for the most part urban poor and minorities," said Frances M. Herrera, director of the Hispana Juvenile Justice Project in Washington, D.C.

"For too many of these youths, incarceration is still regarded as the appropriate response."

Ms. Herrera also advocated more support for agencies serving disadvantaged minority youths and for research on Hispanic juveniles.

Alien Witnesses Held

Conferees also discussed the problems Hispanic aliens face when coming into contact with the criminal justice system.

Linda Reyna Yanez, an attorney with Brownsville, Texas, Rural Legal Aid, said that when an alien is a witness to a crime he or she is automatically considered a bail risk without any regard of his or her ties to the community.

Alien witnesses often are not advised of their right to an attorney, she said, and sometimes are detained in prison for as long as a year.

"Anyone who has even minimal trust in the American system of justice believes that a basic precept of due process affords some protections to the accused," Ms. Yanez said.

"And yet our system allows infringement on the freedom of these witnesses which would not be tolerated against the accused."

Transcripts of the conference proceedings and recommendations are being prepared for publication later this year. ■

Federal Prosecution Principles Published

The Department of Justice is issuing to all federal criminal lawyers a statement of principles of federal prosecution to promote the reasoned exercise of prosecutorial authority and contribute to the fair administration of the criminal laws.

The 56-page publication will provide for the first time in a single source, federal prosecutors with a statement of prosecutorial policies and practices for particularly important areas of their work.

Attorney General Benjamin R. Civiletti, in announcing the principles, said they will serve the important purpose of "ensuring the fair and effective exercise of prosecutorial responsibility and promoting confidence on the part of the public and individual defendants that prosecutorial decisions will be made rationally and objectively on the merits of each case."

The principles contain statements in initiating or declining prosecutions; selecting charges; entering into plea agreements; opposing nolo contendere pleas; entering into non-prosecution agreements in return for cooperation; and participating in the sentencing process.

The principles also set forth statements of department policy; general considerations to be taken into account in reaching decisions; and suggested or required practices concerning such matters as the level at which decisions are made, review decisions, and documentation of decisions.

Copies are available from the Office of Public Affairs, U.S. Department of Justice, Washington, D.C. 20530. ■

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Broome Cites LEAA's Record In Ensuring Civil Rights

"It is no secret that Hispanic citizens are still greatly underrepresented among the leaders of the country's criminal justice agencies—among police chiefs, judges, prison wardens, and all the other professions that deliver criminal justice services or establish criminal justice policies," said LEAA Administrator Homer F. Broome, Jr., in welcoming participants to the National Hispanic Conference on Law Enforcement and Criminal Justice.

"But bleak as this picture in many ways still is, during the past decade significant progress has been made in attacking some fundamental problems."

For example, Mr. Broome said, the Department of Justice, through the LEAA, has made a substantial contribution to that progress through its commitment to ensuring civil rights for all citizens, including the provision of full criminal justice services to all citizens regardless of race or social background.

In 1973, LEAA adopted regulations prohibiting law enforcement agencies from using minimum height and weight guidelines as a condition for employment as a police officer.

Also, said Mr. Broome, LEAA has spent more than $30 million on projects supporting programs in Hispanic communities.

The programs support efforts to recruit, train, and counsel Hispanic law enforcement personnel, reduce gang violence, develop language programs for local police departments, and projects related to police use of deadly force.

Many of these projects are supported by LEAA's Office of Community Anti-Crime Programs. For example, Aspira of America, Inc., in New York City received almost $300,000 in LEAA funds to provide programs in leadership development, counseling, recreation, literacy development, career awareness, and community services for economically and socially disadvantaged areas in Puerto Rico, Illinois, and New Jersey.

Ayudate, an agency that works to deter drug abuse among young people, has formed a coalition of six crime prevention projects in East Los Angeles and the Rampart area of Los Angeles with LEAA funds.

And the Mexican American Neighborhood Civic Association in San Antonio, Texas, is working to prevent crime and juvenile delinquency with the aid of an LEAA grant.

In addition, LEAA has supported programs to sensitize criminal justice personnel to the Hispanic language and culture, such as the New York County District Attorney's Office's Spanish Language Program which facilitates the processing of cases in which the parties speak only Spanish and fosters improved communication between the Hispanic community and the criminal justice system.

"Although we still have a long way to go before there are adequate numbers of Hispanics on state and local law enforcement agency rolls and adequate resources in the criminal justice system to handle the special problems of the Hispanic community, there has been significant progress in these areas as the result of LEAA efforts," said Mr. Broome. ■

Publications

Affirmative Action/Equal Employment Opportunity: A Selected Bibliography. Available from the National Criminal Justice Reference Service, Department F, Box 6000, Rockville, Md. 20850.

The National Conference on News Media Access to Criminal Justice Information: Proceedings, published by Search Group, Inc. To order a free copy write: Search Group, Inc., 925 Secret River Drive, Sacramento, Calif. 95831.

Responding to Spouse Abuse and Wife Beating: A Guide for Police, by Nancy Loving, published by the Police Executive Research Forum. To order write: PERF, 1909 K Street, N.W., Washington, D.C. 20006.

Police Practices and the Preservation of Civil Rights, published by the U.S. Commission on Civil Rights. To order write: U.S. Commission on Civil Rights, 1121 Vermont Avenue, N.W., Washington, D.C. 20525.

Child Abuse and Neglect, The Status Offender, Serious Juvenile Crime (four volumes), and **Classification and Disposition** (three volumes), all published by the American Justice Institute in conjunction with LEAA's National Institute for Juvenile Justice and Delinquency Prevention. To order write: National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850. Microfiche copies also are available.

Services for Abusers in Family Violence Situations, compiled by Barbara Starr, Ph.D., The cost is $2.00. To order write: Resource Center on Family Violence, Center for Women Policy Studies, Suite 508, 2000 P Street, N.W., Washington, D.C. 20036.

Reducing Victim/Witness Intimidation: A Package, prepared by the American Bar Association's Criminal Justice Section Committee on Victims. To order a free copy write: ABA Criminal Justice Section, 1800 M Street, N.W., Washington, D.C. 20036.

Providing Legal Services for Prisoners, published by the American Correctional Association. The cost is $3.00. To order write: Publications, ACA, 4321 Hartwick Road, L-208, College Park, Md. 20740. ■

Descriptive Booklet Available

Bilingual Programs Developed For Language Minorities

The man was attacked by hoodlums and badly beaten. His friend flagged down a police car and the officers tried to take him to a hospital. But neither the victim nor his friend, both Hispanic-Americans, spoke English.

Misinterpreting the police actions, the Hispanics thought they were being arrested and a scuffle broke out, attracting additional Hispanic-Americans. A potentially dangerous situation was averted only when some bilingual passers-by intervened.

The incident, and descriptions of a growing number of bilingual programs designed to avoid similar occurrences, are outlined in a new pamphlet—"Public Information Materials for Language Minorities." It was prepared by the National Criminal Justice Reference Service under the sponsorship of the National Institute of Justice.

The booklet points out that Hispanics and members of other language groups face major language programs when they come into contact with the criminal justice system and lists steps that public and private organizations can take to resolve these problems.

There are 30 such programs now operating across the nation.

The booklet says: "Those who do not speak English fluently tend to live isolated from the nation's social, political, economic, and legal mainstream. This isolation creates a dual problem: For the minority person it fosters ignorance, poverty, and failure to take advantage of available community services.

"For the criminal justice agency, it can lead to prejudice, intolerance, and poor service delivery because of inability to communicate and to secure cooperation from non-English-speaking persons."

The booklet offers guidelines with which to develop public information programs for language minorities. It says that criminal justice officials should:

- Survey their community to determine whether communication barriers exist.
- Learn about cultural differences to avoid potential misunderstandings.
- Know about the various countries where Spanish-speaking people originate. Differences in dialects can be important in getting a message out clearly.
- Keep the text short and easy to read. A broad subject is best treated in a series of pamphlets, not in one large publication.
- Use examples and photographs relevant to the audience to make the message more meaningful.

Some examples:

The San Diego County, California, District Attorney's Office distributes brochures written in Spanish that provide detailed information on victim-witness assistance and consumer fraud. Spanish text leaflets also are available on the court system and family support programs.

The New York State Crime Victims Compensation Board, Albany, New York, employs a Spanish-speaking investigator and other bilinguals to help victims file claims. A brochure, written in Spanish and explaining eligiblity for victim compensation, is distributed by local police departments to violent crime victims.

The Dade County, Florida, Department of Public Safety provides bilingual material on citizen complaints, citizen rights, crime prevention, and crime against the elderly. Bilingual seminars and presentations are made before citizen and community groups by local police departments, which also sponsor bilingual announcements in local newspapers and on radio and television.

The Lansing, Michigan, Human Relations Department publishes most of its brochures in both Spanish and English and employs a translator on its staff. A liaison officer from the police department works directly with the department on any police matters involving Hispanics.

The National Resource Center on Child Abuse and Neglect of Mexican-American Migrants, Laredo, Texas is a three-year demonstration project that serves as a resource center on child abuse for the Mexican-American migrant worker. Materials published by the center are in Spanish and English. The center also conducts workshops and makes presentations in Spanish.

The California Department of Justice's Crime Prevention Unit in Los Angeles has translated a pamphlet on consumer protection into Spanish for senior citizens. The unit also has produced a film on consumer protection entitled "En Guardio," which may be purchased by any agency nationwide.

Single copies of "Public Information Materials for Language Minorities" may be ordered, free of charge, from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

Hispanics in San Antonio, Texas, discuss crime prevention literature.

29 States Now Have Compensation For Crime Victims,

Legislation authorizing compensation of crime victims has passed in 29 states and more than a dozen foreign countries, and, according to a new study financed by the National Institute of Justice (NIJ), the concept is expanding.

The study, "Crime Victim Compensation," by Abt Associates of Cambridge, Massachusetts, is one of a series of "Program Models" NIJ is sponsoring. The models provide criminal justice administrators with the capability to make informed choices in planning, implementing, and improving efforts in a program area.

They are a synthesis of research and evaluation findings, operational experience, and expert opinion in various criminal justice topic areas.

The new report encompasses in-depth field studies at the New York Crime Victims' Compensation Board, Maryland Criminal Injuries Compensation Board, Delaware Violent Crimes Compensation Board, and Washington (State) Crime Victims Compensation Division. Extensive information was taken from 19 other program sites.

The model covers policy decisions, structures and operations, claims procedures, costs and funding, and such topics as interagency agreements and public awareness and education programs.

Also included are sample compensation application forms from six states, a sample police department "outreach letter" to make the public aware of the programs, and a copy of the model Uniform Crime Victims Reparations Act.

Drawing on past studies and a review of the history of victim compensation, the report said states worried that costs would be too high.

But to some extent the survey allays these fears.

Most Losses Small

It cites a study, financed by the Bureau of Justice Statistics and authored by James Garofalo and L. Paul Sutton, that said 75 percent of all violent crime victims with unreimbursed medical costs could sustain an individual loss of under $100. In 83 percent of the victimizations, the victims lose 10 or less days of work.

The new program model commented on this: "As it is presumed that most victims can support such losses, states which wish to control the costs of their program are offered an attractive, and seemingly innocuous method for reducing costs: by simply instituting minimum loss criteria that can substantially reduce the number of victims receiving compensation without denying compensation to individuals with substantial losses."

Mr. Garofalo, who is director, Research Center East, of the National Council on Crime and Delinquency, cited current figures that show that compensation for victims of all violent crimes, nationally, for the unreimbursed loss of medical expenses, lost wages, and survivors benefits, would range from $194.7 million to $276.6 million. The disparate figures result from 12 different victim compensation models.

Mr. Garofalo said the average compensation of the victim of a non-fatal crime would be about $335. In a homicide case, the average—mostly in victim survivor's benefits—is $2,700 for the first year.

Property Not Covered

Mr. Garofalo stressed that cost estimates are based only on payments to the "eligible" victims of violent crimes for their unreimbursed medical costs, unreimbursed loss of wages, and for survivor's benefits. Almost all victim compensation programs limit themselves to this type of coverage. There are no payments for loss of property or damage to property.

He said the majority of violent crime victims are not eligible for compensation because the loss is covered by medical insurance, worker's compensation, welfare payments, or the victim never reports the crime to the police. Reporting the crime to the police is a criteria for almost all compensation programs.

The program model notes that while the concept of crime victim compensation is an idea whose time has arrived, the practice has actually been around thousands of years.

Said the study: ". . . References to victim compensation are found in the Code of Hammurabi (18th century B.C.), the Iliad, and the Old Testament. It would appear that there were many motives for developing a victim compensation scheme. For some, it may have been a means to encourage commerce. In other societies, it may have indicated a concern for the stability of the society as a whole; it was not uncommon for early civilizations to require payments by offenders to their victims."

In contemporary times, victim compensation legislation was first passed in

Seattle crime victims learn security techniques.

Study Reports

New Zealand, in 1963, and in Great Britain a year later.

California became the first state to pass a victim compensation statute (1965) followed by New York (1967) and then by Hawaii, Massachusetts, and Maryland. Other states that now have victim compensation statutes are: Alaska, Connecticut, Delaware, Florida, Georgia, Illinois, Indiana, Kansas, Kentucky, Michigan, Minnesota, Montana, Nevada, New Jersey, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, Tennessee, Texas, Virginia, Washington, and Wisconsin.

Copies of "Crime Victim Compensation" are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is 027–000–00889–5. The price is $6.00 per copy, prepaid. ■

Most Federal Prison Inmates Free From Sexual Victimization

Inmates in federal prisons are relatively free from sexual exploitation by other inmates, according to recent Federal Prison System research.

The chances are six in a thousand that an inmate will be victimized (have to perform an undesired sex act) in federal institutions, the preliminary report said.

The study was conducted in 1978 and 1979. Some 330 male inmates were studied in 17 federal institutions. These participants were compared with inmates who refused to be interviewed, all inmates in the 17 institutions, and all inmates in the Federal Prison System. In addition, 500 correctional officers in 16 of the 17 institutions were interviewed.

A summary of the preliminary findings of the study is available from the Office of Research, Federal Prison System, Washington, D.C. 20534. ■

RECENT GRANTS

BJS

• $83,641 to **Alaska** to install a Prosecutor's Management Information System (PROMIS) for use by the eight district attorney's offices maintained by the Department of Law's Criminal Division.

• $233,286 to **New York** to install PROMIS in 20 bureaus and 13 district offices of the Department of Law throughout the state.

LEAA

• $499,566 to **Arkansas** to operate the state's Youth Advocacy Program.

• $950,000 to the **American Medical Association** to continue its national program to improve jail medical care and health services.

• $114,904 to the **Institute for Court Management,** Denver, Colo., to continue to provide training to court administrators, judges, and managerial personnel.

• $592,481 to the **Ohio Youth Services Network,** Columbus, to establish a statewide youth advocacy program. ■

Hispanics Underrepresented

(continued from page 2)

have been incarcerated from six months to a year for minor crimes only to be found innocent.

Hispanics are vastly underrepresented in the arena of the courts. In the federal judiciary, it was not until October 1979 that, for the first time, a Puerto Rican, Jose Cabranes, was named to a Federal District Court judgeship located on the mainland United States.

The question may arise of whether it is important to have Hispanic judges. Aside from the fact that a Hispanic judge brings to the court his experience and familiarity with our culture, he also is a symbol. He is a sign to our people that Hispanics abound in the system other than as defendants, and he helps to motivate our youth to aspire to such positions and to feel that they too can achieve them.

Hispanics need representation in the prosecutor's office. It is the prosecutor's office that makes the initial determination as to whether a person will be charged with a crime and held subject to trial. A prosecutor familiar with Hispanic customs and culture often can deal with what might otherwise be a miscarriage of justice, as many incidents before the court are generally a result of misunderstandings and family-related situations.

There are not enough Hispanic lawyers in this country.

We need lawyers with a sense of purpose, with a sensitivity to the problems and the needs of Hispanic people. I do not advocate that all Hispanic law students study poverty law or criminal law. We need Hispanic corporate lawyers, labor lawyers, lawyers with the skills to put to the service and the use of their people.

Finally, any discussion of the criminal justice system should touch upon juries, which in my mind are the saving grace of the American criminal justice system.

Hispanics must participate more in juries. A recent study of juries in Bronx County by David Bernheim indicated that in Bronx County, which has a population of over 30 percent Hispanic, only 8 percent of the juries in criminal cases consisted of Hispanics. We must encourage our people to get involved and not avoid jury duty.

If we are to restore respect for the law in this country, we need to do more than make merely cosmetic changes, more than just hire more people and pass more laws.

We must make our courts models of due process where the appearance of justice is just as meaningful as justice itself. We must make people more observant of the dignity of the rights of their fellow men and women. We must make the courts the true representatives of the people where one can know that the rich will not ultimately fare better than the poor. We must eradicate all appearances of injustice and racism.

In this manner, we can restore people's confidence in the law and in our system of democracy. ■

Research Briefs

National Institute of Justice

Focus

Institute to Field Test Pretrial Supervised Release Program

There are few exit points for defendants who are too poor to post bond or ineligible for release on their own recognizance. Barred from these gateways to release, a sizable group of defendants must stay in jail, sometimes for months, until their case is adjudicated. In many cases, charges are eventually dropped or the defendant is acquitted.

In the past decade, the growing recognition that bail discriminates against the indigent has brought about reforms aimed at finding alternatives. In recent years, jurisdictions have released an increasing number of defendants on their own recognizance. But this form of release often excludes those who have past criminal records or who have been charged with serious crimes. For some of these defendants, some form of conditional release may be appropriate, but the practice has been tried in only a few localities.

To gather more information on the feasibility and impact of this approach, the National Institute of Justice soon will field test a supervised release program in three sites. The program will deal exclusively with defendants arrested for felonies, providing them with several types of services. The program's goals are to:

- Increase the number of defendants released on other than financial guarantees and, in turn, to reduce the number of defendants held in jail.
- Help defendants with problems that would otherwise hinder their chances of appearing in court or could lead them to commit a crime while on release.

The hypothesis that adequate supervision may boost the likelihood of "high risk" defendants appearing in court has been buttressed by several studies. One project suggested that, in some cases, defendants who fail to appear in court may be ill, confused about their court dates, or even afraid of the criminal justice system. And other studies have earmarked the unemployed or drug-dependent defendant as likely to have high nonappearance rates. For that reason, a drug treatment program might improve the appearance rate of drug abusers in the same way that a job program strengthens a defendant's ties to the community and increases the likelihood of appearance at trial. In both instances, the defendants' participation in a special program also might reduce the likelihood of their being charged with another crime while awaiting trial.

Defendants selected for the Institute test will be supervised in one of two ways after release. Some will be required to stay in touch with the pretrial program staff. The staff also will remind the defendant of his or her court date. In the other, more intensive form of supervision, defendants not only will keep in contact with the staff, they also will participate in the particular social service program that meets their needs. These conditions are sealed by a contract, which the defendant must fulfill if the judge recommends supervised release. The program staff will develop procedures for handling violations of the agreement.

The services of this experimental program are not unique; in fact, a number of programs throughout the country have tried one or both forms: roughly half a dozen are designed specifically for defendants who normally would not be released.

Evaluations of three of these programs yielded promising findings: in one program supervised defendants were just as likely to appear in court as bail releasees, and in another they were more likely to appear than those released on bail or their own recognizance. The third program provided varying levels of supervision and found that the greater the

Pretrial staff in experimental program will recommend supervised release for some defendants, subject to judicial approval.

supervision level the greater the likelihood of a court appearance. Yet, for this same program, the supervision levels had no effect on pretrial crime. The impact of the other programs on deterring pretrial arrests is largely uncertain, however, because there was no equivalent group of defendants for comparing rearrest rates.

The Institute's field test is expected to yield more precise findings than evaluations of other supervised release programs. Under rigidly-controlled test conditions, defendants eligible for the full range of program services will be assigned randomly to either the minimum or maximum level of supervision after release. In this way, the effects of the program's alternative forms of supervision can be reliably judged, since defendants in both the experimental and control groups have similar needs.

According to the test design for the experiment, the program will be administered by a special group within an existing pretrial or probation unit. The staff will select only defendants barred from other forms of release so that services will not be provided to those who don't need them. The community's own network of programs will furnish the social services.

The test design covers screening, supervising, and monitoring of defendants, and specifies a precise evaluation. The test design, which is drawn by Institute staff with the assistance of an advisory board, is a blueprint of the program which specifies the components to be implemented as well as the objectives to be achieved. Candidate test sites are being screened by the Institute and will be announced in the fall.

Events

Task force ranks criminal justice issues

Shrinking budgets tax the capacity of cities to curb crime, local criminal justice officials said at a recent meeting sponsored by the Institute. Without adequate resources, the officials said, they will be hard-pressed to protect their communities.

Members of criminal justice task force discuss their views of the problems of crime in the coming years: (left to right) Alan Schman, Director of Social Services, District of Columbia Superior Court; Charles Hyder, District Attorney of Maricopa County (Phoenix), Ariz.; Lee Brown, Commissioner of the Department of Public Safety, Atlanta, Ga.

This was one of the concerns aired by members of the criminal justice task force of the Urban Consortium. This group, composed of law enforcement and criminal justice officials, is funded by the Institute as a way of exchanging information among federal and local officials. The criminal justice task force is one of several receiving federal support through the Urban Consortium, which is made up of the nation's largest cities and urban counties.

Citing crime as one of the most pressing citizen concerns, the officials suggested several approaches for coping with possible increases in the crime rate. They recommended improving cooperation among criminal justice agencies and enlisting the help of private industry and community groups in combatting crime.

A survey of Urban Consortium jurisdictions revealed that coordination between criminal justice agencies was their top priority. Other priorities, ranked in order of importance, included: victim/witness programs, resource allocations for criminal justice agencies, police-community projects, and combatting arson.

Announcements

NIJ Fellowships Available

The National Institute of Justice is now accepting applications for the 1981-1982 Visiting Fellowship Program.

The program supports research on promising new ideas in the areas of crime, delinquency, and justice administration. Under the program, scholars work on projects of their own design for periods of three to 15 months. Fellows come to the Washington area, using the facilities at the Institute's headquarters.

The program is open to highly qualified persons in the criminal justice professions or the academic community. Students seeking education support are not eligible.

The program provides a stipend ($50,112 maximum), fringe benefits, travel, and supplementary expenses.

Project periods and start dates are flexible, but the project should not begin before July 1, 1981.

Applicants should submit a 15 to 20 page preliminary proposal (10 copies) and a resume (10 copies). The postmark deadline for submitting prelimi-

nary proposals is November 15, 1980. Letters of recommendation from three persons familiar with the applicant's professional experience also should be submitted by that date.

Preliminary proposals, resumes, and recommendation letters should be sent to the following address:

Visiting Fellowship Program
National Institute of Justice
633 Indiana Avenue, N.W.
Washington, D.C. 20531

Interested persons are urged to write to the above address or to call Dr. Langan (301) 492-9126 to receive a copy of the program brochure. The brochure provides detailed information on application procedures and eligibility criteria.

New center will research race and crime

The Institute soon will launch a new research center for the study of race, crime, and social policy. The center will be funded under the Institute's Research Agreements Program, a special program that sponsors long-term interdisciplinary research on fundamental issues in crime and justice.

The winning proposal for the new center was submitted by Dr. Lloyd Street, Associate Professor at the College of Human Ecology, Cornell University.

Dr. Street and his staff will focus on criminal behavior in relation to the neighborhood and the larger structure of the city. This approach departs from the more traditional research linking crime with individual factors such as income or family status. Here, the key concern is the role of the community in affecting criminal activity and the response of the city—through its justice system and other public offices—in defining and punishing criminal behavior.

As Dr. Street argues, crime rates reflect "decisions made at various stages of the criminal justice system" as well as the "ability of the community to prevent its members from engaging in crime or appearing in the official statistics." From this approach, the researchers expect to obtain information useful in recommending social policies for reducing the disproportionately high crime rates reported for various racial and ethnic groups.

After conducting a one-year pilot study, the center will focus on specific neighborhoods with predominantly large populations of Asian Americans, blacks, Hispanics, and native Americans, as well as whites. The study will select a pair of communities for each ethnic group—one with low crime rates and the other characterized by high crime levels. Extensive data will be collected, including official records and surveys of the residents. As the study proceeds, an advisory committee will meet at least once a year to review the progress to date.

The entire project is expected to take up to five years.

New technology helps Washington State cope with disaster

As Washington State Police responded to the emergency created by the Mount St. Helens eruption, they too fell victim to the disaster. Volcanic fallout blocked radio transmission, severing vital public safety communications. Many patrol cars stalled or stopped altogether as minute particles of ash clogged the vehicles' air filters.

Once considered unique, problems of volcanic fallout may become less so: scientists have noted other volcanic activity in the Northwest. As part of its efforts to help share information on technological needs and developments, the Institute contacted Washington state officials to learn about their experiences. As Lester Shubin, monitor of the Institute's Technology Assessment Program explains, "We need to know what Washington state officials did so others may benefit."

At a recent meeting of the program's advisory committee, Major J.B. Ramberg of the Washington State Patrol Property Management Division described what officials were up against after the eruption.

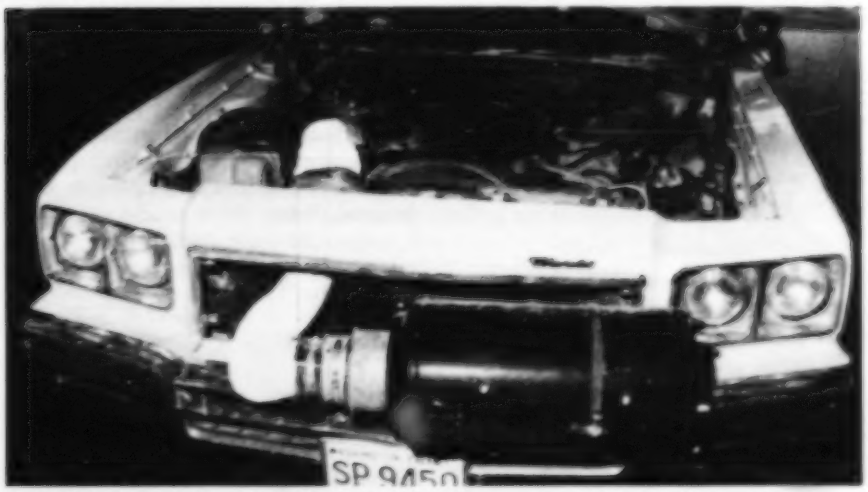
Volcanic dust blanketed nearly three-fourths of the entire state, coating the roads and buildings, choking the lakes. Nearly 4 inches of ash fell in the Moses Lake region—the area of heaviest fallout. When the worst of the storm had subsided, the official tally of disabled patrol cars stood at 12 irreparably damaged and 100 more needing major repairs.

Volcanic dust coated the engine compartments of Washington State patrol cars.

Damage to the cars was greatest in the Moses Lake region where one car—tightly closed throughout the fallout—accumulated 400 pounds of ash.

Even after the vehicles were cleaned and repaired—a formidable task in itself—a way had to be found of preventing the air-borne particles from again coating the cars' interiors.

After several unsuccessful tries, officials finally hit upon the solution of installing industrial cleaners on the side and rear of the cars. Yet problems remained. Dust could easily sift through the air inlets under the windshield or clog the air filter—possibly destroying the engine.



Industrial cleaners on patrol vehicles prevent damage from airborne dust particles.

As experience had shown, volcanic dust can penetrate even the smallest holes in a car. The ash particles are extremely tiny—the average size about 10 microns or roughly the same diameter as a human hair. Composed mostly of sand and glass, the dry ash is abrasive—scoring sophisticated equipment or damaging precisely tuned machinery.

Fortunately, the U.S. Army offered a solution. At the Tank and Automotive Research and Development Command in Warren, Michigan, the Army had tested a special electrostatic filter on vehicles operating in the desert. Developed in Holland, the cloth filter has been adapted for commercial use in the assembly of electronic components where a dust-free environment is essential.

With the help of Army technicians, the Washington officials installed the filters on part of their fleet, fitting them as cowls over the air inlets and mounting them on special rigs placed over the air filters. So far, the filters and the heavy-duty cleaners seem to be doing the job, and officials are confident of the equipment's performance in case of another emergency.

Because reliable communications are essential, particularly in emergency situations, the Institute's technology assessment program is taking a close look at the police radios that failed during the fallout. The malfunctioning equipment will be examined by the National Bureau of Standards, which maintains a special laboratory dealing with justice technology. Supported by Institute funds, the lab sets scientifically sound standards for key items of equipment used by justice system agencies. The radio equipment will be analyzed to see if tougher standards might minimize similar failures in the future. Results of the examination will be disseminated through the program's information center, operated for the Institute by the International Association of Chiefs of Police.

In the aftermath of the first explosion, various federal agencies funneled aid to the stricken area. According to Ron McQueen of the Washington State Division of Criminal Justice, "LEAA was first on the scene." Others were quick to follow, of course, including the Federal Emergency Management Agency (FEMA) which assumes the lead in providing emergency relief.

Under the auspices of FEMA, a field office in Vancouver, Washington, has set up a clearinghouse for issuing information on the effects of ash fallout. Created at the urging of President Carter and Governor Ray, the clearinghouse has become a vital tool for alerting the public, especially as scientists and technicians begin to discover the little known effects of volcanic eruptions. One of the bulletins, the second in a series of more than 30, was prepared with the assistance of the Washington State Police, advising motorists on precautions for driving in areas of heavy fallout.

Washington state officials are interested in sharing their new-found knowledge. As Major Ramberg explained, it's one way of paying off the debt of federal aid.

Special filters are cut to fit the air inlets and air filters of the Washington State fleet.

Exemplary Project

Conn. Economic Crime Unit Pays Its Own Way

The ad ballyhooed "an amazing capsule reducing plan" that would "dissolve the fat right out of your body."

One eager customer was the Connecticut Economic Crime Unit. It had the pills analyzed. They contained nothing more than a nasal decongestant. The president of the pharmaceutical corporation that made them was one of the unit's first arrests.

A used car salesman had been selling autos without a dealer's license. He also failed to deliver the cars to their would-be new owners. At the same time, he had been running an unlicensed detective agency. His schemes were operating in at least three counties. But the Economic Crime Unit moved in, and he was convicted of multiple counts of fraud and forgery and given a one-year jail term.

The local Better Business Bureau tipped off the Connecticut Economic Crime Unit to a man who was operating a home improvement scheme in which gravel driveways were being advertised at nine to ten times their true value. Most of the victims were elderly, and the Better Business Bureau had a long record of complaints against the man. The unit's investigation of the case resulted in a one-year jail sentence against him.

The Connecticut Economic Crime Unit has proven itself to be so successful that the National Institute of Justice named it an Exemplary Project. It is one of 32 programs to have received this designation since the program began in 1973.

During its first three years of operation, the Connecticut Economic Crime Unit received 32,315 inquiries, 786 of which generated investigations. Arrests were made in every county in the state.

Indictments were brought in 97 cases over the three-year period, and 84 resulted in guilty pleas. Two defendants were found guilty at trial and four were handled under a sentencing alternative known as accelerated rehabilitation—a form of pretrial probation. Only two cases resulted in acquittal, while five cases were dismissed by the prosecutor before trial.

Returned A Profit

Moreover, the unit not only paid its own way, but actually returned a profit to the public.

Between October 1975 and October 1978 the unit's total operating cost was $474,788, with the LEAA providing $125,000 in grants in each of the first two years and $177,300 in the third year. During the same period, the unit returned $723,610 in restitution payments to victims of economic crimes and $20,832 to the state in fines.

Abt Associates, Inc., of Cambridge, Massachusetts, in validating the project's record, stated that "this would be noteworthy in any event, but is especially so when one considers that most of the prosecutions initiated by the ECU probably would not have occurred in the Unit's absence. Furthermore, this record does not include the unknown numbers of criminals deterred because of the existence of ECU."

68 Such Projects

In 1973 the National District Attorneys Association, funded by an LEAA grant, launched an effort to combat white-collar crime by establishing economic crime units in 15 different jurisdictions. Today there are 68 such projects throughout the country.

One of the primary strategies of the Connecticut unit is to develop working relationships with other state regulatory agencies that can impose civil and administrative sanctions.

The majority of cases are referred to the unit through other agencies. The primary emphasis is on cases that affect the largest number of major offenders and protect the largest number of citizens.

The unit's staff consists of three prosecuting attorneys. Their jurisdiction includes both felonies and misdemeanors. Additionally, the unit employs five investigators, a law student intern, and a clerical assistant.

The unit works in conjunction with the Economic Crime Council, which is composed of representatives from virtually every regulatory, enforcement, and prosecutorial agency in Connecticut, both state and federal. The result has been a cooperative approach in which the unit and the council agencies share information and personnel assistance and coordinate statewide crime fighting and civil enforcement activities.

Copies of the book, "Connecticut Economic Crime Unit," are for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is 027-000-00830-5. The price is $3.50 a copy, prepaid. ■

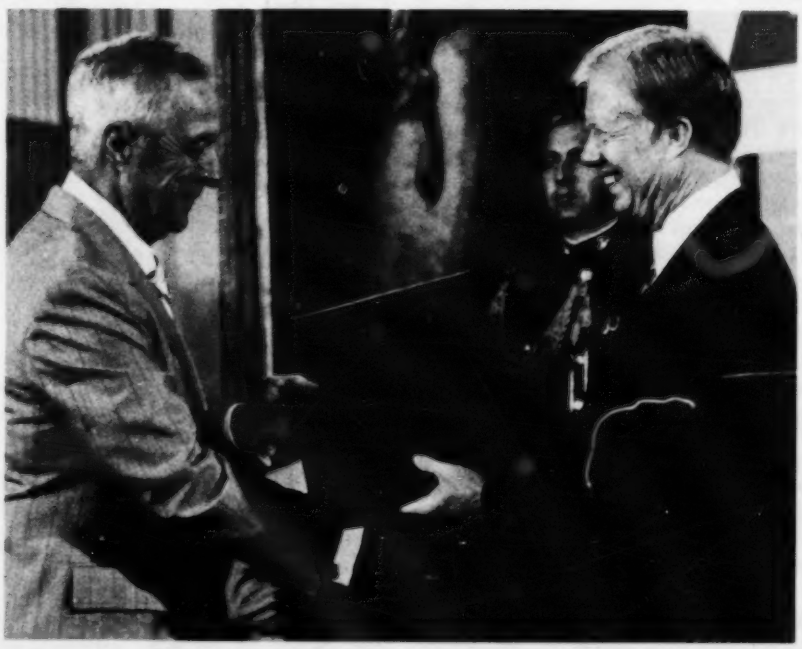
Each case benefits from the cooperative efforts of an ECU attorney and investigator.

AROUND the NATION

PHILADELPHIA, PA.—Serving time in prison has almost no effect on the employment chances of men released from jail, according to a three-year study of releasees from the Pennsylvania Correctional Institute at Graterford by the Pennsylvania Prison Society. The study showed that factors such as length of imprisonment, exposure to pre-release programs, vocational counseling, or parole supervision had little, if any, effect on either post-release employment or recidivism. "Those who were employed prior to imprisonment were generally able to find jobs after release. Those who had been without jobs before prison continued without jobs," said society executive director Rendell A. Davis.

WASHINGTON, D.C.—Crimes involving handguns in the District have dropped sharply since the city enacted its tough gun control law in 1977, according to a report by the U.S. Conference of Mayors. The study says that handgun homicides dropped 26.2 percent during the three-year period since the law took effect compared to the three-year period prior to its enactment. Handgun assaults dropped 10.5 percent and handgun robberies were down 22.5 percent in the same period. Suicides involving handguns decreased 40 percent, while the number of deaths by accidental shootings dropped to almost none.

LOS ANGELES—Interested inmates at the Federal Community Treatment Center are being trained as deep sea divers under a new Bureau of Prison's pilot program. A 32-week program at the Commercial Diving Center in San Pedro, Calif., will offer saturation diving training and underwater welding certification—two job areas where the demand is greater than the supply. Graduates of the Commercial Diving Center had a 99.6 percent employment rate in 1978 and 1979. ■



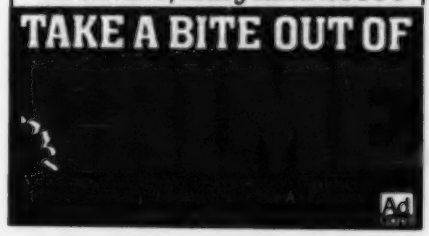
PRESIDENT HONORS MARYLAND STATE POLICE—The Maryland State Police recently received the President's Award for Energy Efficiency. It was the only law enforcement agency cited for exemplary leadership in conserving energy. Maryland state troopers were recognized for their Operation SAFE (safe and fuel efficient) driving and speed enforcement program. Maryland State Police Superintendent Thomas S. Smith (left) accepted the award from President Carter at the White House. (Photo by Bill Clark)

Together.

You and your neighbors can help.

Write to: Crime Prevention Coalition, Box 6600, Rockville, Maryland 20850

TAKE A BITE OUT OF



Ad Council

people

Nathaniel Thrives has been elected chairman of the California Commission on Peace Officer Standards and Training. Mr. Thrives is currently an auditor with the U.S. District Court for the Northern District of California and on leave from the University of California in Los Angeles where he has been an associate professor of criminal justice since 1969. He served as mayor of Santa Monica, Calif., from 1975 to 1977 and as a police officer with the Santa Monica Police Department from 1958 to 1969.

Sam Tatom, executive director of the Arkansas Crime Commission, has been appointed director of the Arkansas Department of Public Safety.

Mr. Tatom also served on the executive board of the National Criminal Justice Association last year and was chairman of the NCJA's southwest region. From 1975 to 1979, he was state field director of the Arkansas Sheriff's Association and from 1970 through 1975 was associated with the American Amicable Life Insurance Company. ■

Calendar

Sept. 28–Oct. 3: National Jail Managers Association Training Conference, Kansas City, Mo. Contact: Ray Coleman, Department of Corrections, Jackson County Courthouse, 415 E. 12th Street, Kansas City, Mo. 64106.

Oct. 6–8: Traffic Court Conference; and **Oct. 9–11:** Alcohol and Drug Abusing Offender Conference, both held in Alexandria, Va. and sponsored by the American Academy of Judicial Education. Contact: AAJE, 539 Woodward Bldg., 1426 H St., N.W., Washington, D.C. 20005, 202/783-5151.

Oct. 6–10: Visual Investigative Analysis Seminar, Virginia Beach, Va., sponsored by the Center for Professional Development of George Washington University. Contact: CPD, GWU, 2019 Cunningham Dr., Hampton, Va. 23666, 804/838-8444.

Oct. 6–10: Ninth Annual Crime Scene Processing Seminar, Chicago, Ill., sponsored by the Chicago Police Dept. Criminalistics Division. Contact: Sgt. Virgil E. Lowell, Criminalistics Div., Chicago P.D., 1111 S. State St., Chicago, Ill. 60605.

Oct. 7–8: Quality Assurance in Alcohol/Drug Treatment Programs Workshop; and **Oct. 9–10:** Outcome Evaluation for Alcohol and/or Drug Treatment Programs Workshop, both sponsored by Hazelden Training and Professional Education and held in Center City, Minn. Contact: Marilyn Brissett, Continuing Education, Box 11, Center City, Minn. 55012, 612/257-4010, ext. 419.

Oct. 8–10.: Contraband Control; **Oct. 8–10** and **Nov. 5–7:** Management of Common Health Care Problems in Major Correctional Facilities; **Oct. 14–16:** Innovative Program Design for Community-based Corrections; **Nov. 6–7:** Stress Training; and **Nov. 11–12:** Fire Safety, all sponsored by the National Jail Association and George Washington University and held in Virginia Beach, Va. Contact: GWU, Center for Professional Development, 2019 Cunningham Dr., Hampton, Va. 23666, 804/838-8444.

Oct. 12–14: First International Training Conference to Meet the Needs of the Female Offender, Pittsburgh, Pa., sponsored by The Program for Female Offenders, Inc. Contact: Training Conference Coordinator, 1318 Fifth Ave., Pittsburgh, Pa. 15219, 412/281-7380.

Oct. 13–17: Training for Juvenile Court Personnel, held and sponsored by the Juvenile Justice Academy of the University of Missouri-Columbia. Contact: Police Juvenile Services, 307 Watson Place, Columbia, Mo. 65211, 314/882-6021.

Oct. 13–17: Police Budget Preparation Workshop; **Oct. 13–24:** Law Enforcement Planning Officers Seminar; **Oct. 27–Nov. 7:** Computer Technology in Law Enforcement; and **Nov. 3–14:** Analysis and Administrative Use of Police Data, all held in Evanston, Ill., and sponsored by Northwestern University's Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern Univ., 555 Clark Street, Evanston, Ill. 60204.

Oct. 15–16: Records Management Seminar for Court Clerks, Boston, Mass., sponsored by the National Center for State Courts. Contact: NCSC, 250 W. 14th Avenue, Suite 804, Denver, Colo. 80204, 303/534-6424.

Oct. 15–17: Labor Relations; **Oct. 20–24:** Sex Crimes Investigation; and **Nov. 17–21:** Homicide Investigation, all held in Virginia Beach, Va., and sponsored by The George Washington University. Contact: GWU, Attn: Prof. G. J. Hadgopoulos, Coordinator, Center for Professional Development, 2019 Cunningham Dr., Hampton, Va. 23666, 804/460-2549.

Oct. 15–18: Seventh National Conference for Judicial Conduct Organizations, New Orleans, La., sponsored by the American Judicature Society. Contact: AJS, 200 West Monroe St., Suite 1606, Chicago, Ill. 60606, 312/558-6900.

Oct. 18, 25, and Nov. 1: Firearms Identification and Toolmarks Examination Seminar on 3 successive Saturdays, Annandale, Va., sponsored by the Administration of Justice Program of Northern Virginia Community College. Contact: Louis Zuccarelli, NVCC, 8333 Little River Tnpk., Annandale, Va. 22003.

Oct. 19–22: National Conference on Computer Related Crime, Washington, D.C., and **Nov. 9–13:** Computer Related Crime: Training Workshop for Prevention, Detection, Investigation, and Prosecution, Charleston, S.C., both sponsored by the Bureau of Justice Statistics. Contact: Koba Associates, Inc., 2000 Florida Ave., N.W., Washington, D.C. 20009, 202/328-5780.

Oct. 20–24: Child Abuse Seminar, Costa Mesa, Calif., sponsored by the Delinquency Control Institute of the University of Southern California. Contact: DCI, Child Abuse Sem., Tyler Bldg. 3601 S. Flower St., Los Angeles, Calif. 90007, 213/741-2497.

Oct. 20–31: Conspiracy Investigation Management Course, Miami, Fla., sponsored by the Institute on Organized Crime. Contact: IOC, 16400 N.W. 32nd Ave., Miami, Fla. 33054, 305/625-2438.

Oct. 20–Nov. 14: 30th School of Police Supervision, Dallas, Texas, sponsored by the Southwestern Legal Foundation. Contact: SLF, P.O. Box 707, Richardson, Texas 75080, 214/690-2377.

Oct. 23–25: Ethics, Public Policy, and Criminal Justice Conference, University of Delaware, Newark, held under the direction of the University's Center for the Study of Values. Contact: Prof. Norman Bowie, CSV, Dept. of Philosophy, Univ. of Delaware, Newark, Dela. 19711, 302/738-8146.

Oct. 24–25: Sixth Annual Meeting of the Northeastern Association of Forensic Scientists, northern New Jersey area. Contact: Mark B. Lewis, c/o Scientific

Laboratory, State Campus, Bldg. #22, Albany, N.Y. 12226.

Oct. 24–25: Fourth National Conference on Medical Care and Health Services in Correctional Institutions, Chicago, Ill., sponsored by the American Medical Association. Contact: AMA Correctional Programs, 535 N. Dearborn St., Chicago, Ill. 60610.

Oct. 26–29: Community Corrections: Optimisim for the 80's International Seminar, Niagara Falls, N.Y., sponsored by the American Probation and Parole Association. Contact: Edmund B. Wutzer, Co-chairman NYS Division of Probation, Tower Bldg., 22nd Floor, Empire State Plaza, Albany, N.Y. 12223, 518/474-3454.

Oct. 26–31: Seminar on Court Information Systems, Seattle, Washington, sponsored by the Institute for Court Management. Contact: Institute for Court Management, 1624 Market Street, Suite 210, Denver Colo. 80202, 303/534-3063.

Oct. 27–29: Police Officer Survival, Huntsville, Texas, sponsored by the Criminal Justice Center, Sam Houston State University. Contact: Liz Mundine, CJC, Sam Houston State Univ., Huntsville, Texas 77341, 713/295-6211, ext. 1694.

Oct. 27–31: White-Collar Crime, Atlanta, Ga., sponsored by the University of Georgia's Institute of Government. Contact: White-Collar Crime Workshop, Attention: Dr. Charles Swanson, Institute of Government, Terrell Hall, Univ. of Georgia, Athens, Ga. 30602, 404/542-2887.

Nov. 5–8: Annual Meeting of the American Society of Criminology, San Francisco, Calif. Contact: Dr. Malcolm W. Klein, Department of Sociology, University of Southern California, Los Angeles, Calif. 90007.

Nov. 9–14: Annual Conference of the National Legal Aid and Defender Association, San Juan, P.R. Contact: NLADA Conference Office, 1625 K Street, N.W., 8th Floor, Washington, D.C. 20006.

Nov. 9–21: National Council of Juvenile and Family Court Judges Fall College, Reno, Nev. Contact: National College of Juvenile Justice, P.O. Box 8978, Reno, Nev. 89507, 702/784-6012. ■

Views In The News

WEAPONS POLICY NEEDED: "Add Chattanooga, Dallas, Boston and Flint, Mich., to the roster of cities where racial tensions have lately flared. . . Too frequently, such outbreaks follow fatal shootings of civilians by police officers or other perceived failings in the criminal justice system.

"Alarmed, the United States Commission on Civil Rights has offered some good recommendations for strengthening the Federal hand against unjustified police violence. But what needs more urgent reform are local rules on the official use of deadly force. . .

"Some killings by policemen involve flagrant abuses of victims' rights. But most result from instant judgments, often made in the dark, that a suspect is armed or fleeing a crime. The standards for deciding when to shoot are remarkably varied as well as confused. An officer in some jurisdictions must make sure of the danger to himself or others before shooting; elsewhere he needs only reasonable belief that there is peril. Fleeing felons can be shot in some states but not in others.

"Such variations regarding when to shoot mean that any police decision to use deadly force, no matter how justified, is left open to question and misunderstanding in the ghetto. And as a result, violent hostility toward authority may result.

"It ought to be possible for every community to devise a weapons policy for police that protects officers, citizens and nonviolent criminal suspects . . . Ideally, the task should be handled by local jurisdictions. The promulgation of a model code on the use of official deadly force, perhaps by the Department of Justice, would be an excellent way to start."—*Editorial, The New York Times.*

VERDICT ON JURIES: "Few people are actually pleased when a call to jury duty turns up in the mail. They want to take two weeks out of your life—more if it's a grand jury—and just at the time when it's hardest on your schedule. . .

"But those who make the decisions about which appeal to grant and which to deny don't want their panels limited to citizens who have nothing better to do. Along with the men and women of all ages who watch television, read the paper or chat with each other while waiting for the summons to a panel, the jurors' lounge at the court house always includes a few keyed-up types, lunging for the phones or hurriedly spreading out the contents of their briefcases whenever there's a gap in the proceedings.

"Inevitably, the call does come and both the workaholics and the relaxed ones are in the courtroom to be chosen or rejected as actual jurors. Everybody knows that intuition and mythology influence lawyers in deciding who won't do on their juries. . .

"There is another literature of the same kind about the dynamics of what happens when the 12 are at last enclosed in the jury room to figure out who did what and how the law applies. . .

"As distinguished a trial lawyer as Louis Nizer can sound almost mystical when he talks about the superior judgment of juries. The verdict of 12 people deliberating together, he thinks, is better than what any one of them would come up with. Justice is always imperfectly served by fallible humans, but the jury system does better by it than any alternative tried so far, according to Mr. Nizer.

"For the juror, there is the civic uplift of seeing that and being part of it. There is also likely to be a new understanding of unfamiliar parts of the community. More often than not, there is new respect for them and for the give and take of discussion among ordinary citizens.

"That ought to be worth a two-week disruption of anybody's calendar."—*Editorial, The Washington Star.* ■

U.S. Department of Justice
Office of Justice Assistance,
Research, and Statistics
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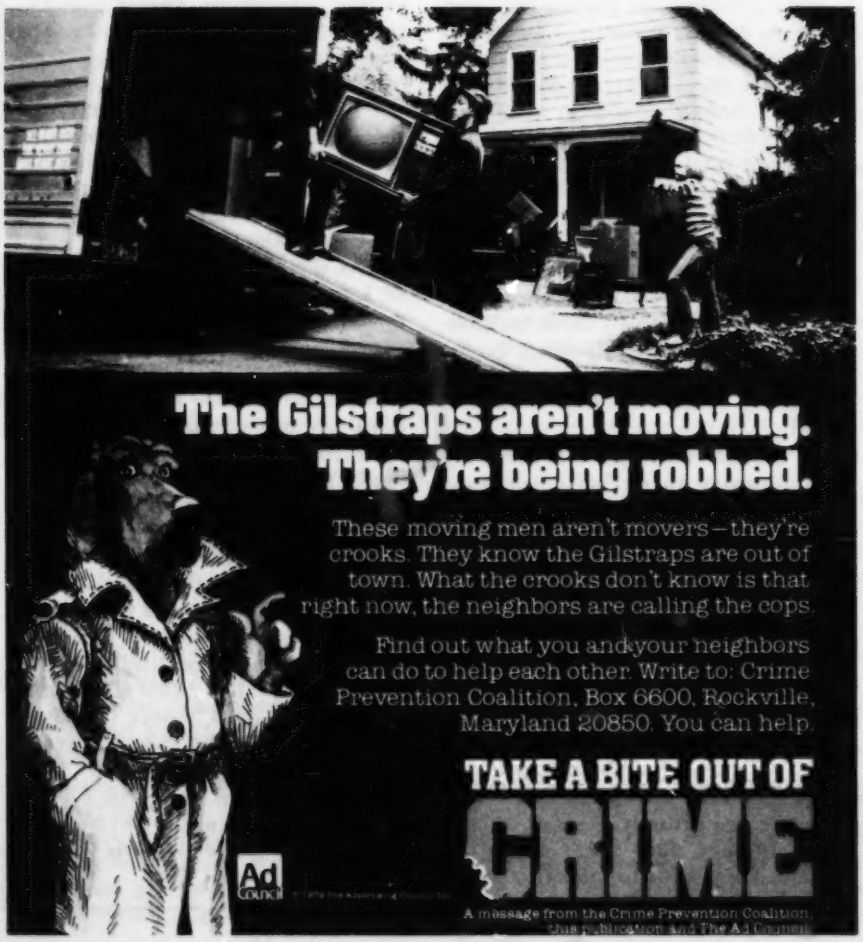
The Gilstraps aren't moving.
They're being robbed.
These moving men aren't movers—they're crooks. They know the Gilstraps are out of town. What the crooks don't know is that right now, the neighbors are calling the cops.
Find out what you and your neighbors can do to help each other. Write to: Crime Prevention Coalition, Box 6600, Rockville, Maryland 20850. You can help.
TAKE A BITE OUT OF
CRIME
Ad Council
A message from the Crime Prevention Coalition.

BJS Sourcebook Of Criminal Justice Statistics Published

The Bureau of Justice Statistics has published a "Sourcebook of Criminal Justice Statistics, 1979." The book is an 850-page compilation of data, such as the nature and distribution of criminal offenses, the characteristics of arrested persons, the court processing of defendants, and a description of correctional system inmates.

The book, the seventh such statistical abstract, incorporates information from 120 separate criminal justice publications. It contains 588 tables, 88 figures, a subject index, an annotated bibliography of sources, and a list of addresses of source publishers.

The report may be purchased from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The price is $13.00 a copy, prepaid. The stock number is 027-000-00834-8. ■

1/8

October 1980
Vol. 1, No. 8

U.S. Department of Justice

BJS LEAA NIJ OJARS Justice Assistance News

LEAA/OJARS Reorganization Plan Announced

The Department of Justice has announced a two-year plan for reorganizing the Law Enforcement Assistance Administration (LEAA) and the Office of Justice Assistance, Research, and Statistics (OJARS).

The proposal will:

—Create an LEAA structure to administer the conclusion of state and local criminal justice and law enforcement funding programs;

—Strengthen the National Institute of Justice (NIJ) and Bureau of Justice Statistics (BJS);

—Prepare for the creation of an independent Office of Juvenile Justice and Delinquency Prevention (OJJDP); and

—Disperse OJARS' support functions to the independent agencies by September 30, 1981.

The proposal has been submitted to the Office of Management and Budget for review.

LEAA Administrator Homer F. Broome, Jr., said, "The termination of the LEAA program encompasses a substantial workload, is staggeringly complex, and will have multiple effects.

"Nearly $1 billion of federal funds is involved," he said. "The jobs of approximately 30,000 state or local employees working on programs in every state and major unit of local government will ultimately be affected by the plan, while at least 500 Department of Justice exmployees will be directly affected."

(continued on page 6)

Serious Crime Rate Changed Little During Last Six Years

Serious crime remained essentially the same for the sixth year in a row, but household larceny and simple assault were up, the Bureau of Justice Statistics has announced.

A comparison of the 1973 crime rates with those measured in 1979 showed that household larceny and simple assault increased 25 and 16.8 percent respectively, while burglary decreased 8.3 percent, the bureau said.

The 1973–1979 rate changes in rape (up 13.7 percent), robbery (down 7.1 percent), aggravated assault (down 1.5 percent), personal larceny with contact (down 6.5 percent), personal larceny without contact (up 1.1 percent), and motor vehicle theft (down 8.2 percent) were too small to be significant. Statistical significance is related to the size of the sample and the magnitude of the change.

The National Crime Survey statistics are gathered through U.S. Bureau of the Census interviews in 60,000 households in which persons 12 years of age and older are asked what crimes they were the victims of during the preceding six months.

(continued on page 8)

Crime Victim Rates Per 1,000 Persons or Households

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	1973	1979
Rape	1.0	1.1
Robbery	6.7	6.3
Aggravated assault	10.1	9.9
Simple assault	14.8	17.3
Personal larceny with contact	3.1	2.9
Personal larceny without contact	88.0	89.0
Household burglary	91.7	84.1
Household larceny	107.0	133.7
Motor vehicle theft	19.1	17.5

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Justice Assistance News

Published 10 times a year by the Public Information Office, Office of Justice Assistance, Research, and Statistics, in conjunction with the Bureau of Justice Statistics, Law Enforcement Assistance Administration, and National Institute of Justice.

Joseph Krovisky, Director
Public Information Office

Anne R. Voigt, Editor

U.S. Department of Justice
Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the U.S. Department of Justice. Use of funds for printing this periodical has been approved by the director of the Office of Management and Budget through June 30, 1980. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

Budget Cuts Pose Broad Agency Problems Through 1981

Robert F. Diegelman is the acting director of the Office of Justice Assistance, Research, and Statistics.

For those of us who have spent time in service at the Law Enforcement Assistance Administration, uncertainty is surely no stranger.

During its ten plus years of existence, LEAA was guided by almost an equal number of administrators; program priorities shifted constantly; annual budgets rose to a high of $800 million and dipped to a low of $200 million; regional operations were created, then eliminated; and several major legislative reforms were implemented.

In fact, the most recent reform—the Justice System Improvement Act (JSIA)—was perhaps the most promising. That act restructured LEAA and created the National Institute of Justice (NIJ), the Bureau of Justice Statistics (BJS), and the Office of Justice Assistance, Research, and Statistics (OJARS).

Virtually on the heels of enactment, however, budget actions radically altered the program envisioned in the legislation. These actions required a new plan that responded to the new realities.

The budget shifts aided NIJ, BJS, and the juvenile justice program, but terminated LEAA.

The ramifications of these reductions are widespread and affect personnel and programs at all levels of government.

More than $1 billion of federal funds is involved. Some 30,000 state and local employees and 500 Department of Justice personnel will be directly affected. And assuring accountability of these public monies poses a significant challenge.

Due to the three-year funding cycle in the LEAA program, about $600 million in criminal justice formula funds are supporting state and local programs—with about half that amount still available for expenditure. In addition, about 2,000 categorical grants involving more than $500 million are in various stages of completion. In all, significant sums from previously awarded grants are available for use by state and local governments well into 1982.

The federal government must assure that these remaining funds are legally expended and that unused monies are returned to the U.S. treasury. Grants must be monitored to assure compliance with federal laws and regulations and guard against fraud and abuse. Reports must be filed, audits conducted, and program terminations completed—all in an orderly manner.

To accomplish these goals, a plan has been developed to maintain a federal presence and continue—for a limited time—the functions of state and local planning agencies to help administer formula grant programs and assure accountability.

At the federal level, the fiscal 1981 budget is about $5 million short of the amount needed to maintain a personnel level to adequately meet projected demands. A request has been submitted to Congress to reprogram some funds to meet that need.

At the state and local levels, authority has been granted to states to use unexpended action funds for administrative purposes. In addition, states and localities will receive relief through the distribution of formula grant monies that are available for reversion to the federal government. Once the states needs have been deter-

(continued on next page)

Some Effective Programs May Be Transferred To Other Agencies

(continued from page 2)

mined, prior year funds will be distributed to help meet the minimum requirements of these agencies.

In addition to ensuring the responsible phase-out of grant activities, the plan seeks to salvage—to the fullest extent possible—LEAA programs of proven effectiveness and value. Over the years, LEAA grant recipients throughout the country have worked hard to improve the efficiency and effectiveness of the criminal justice system. These investments frequently have lead to significant system reform and should not be junked simply because of LEAA fund shortages. Many of these programs can be transferred to other federal agencies.

These programs include such initiatives as the community anti-crime program, drug treatment programs like TRAP and TASC, arson prevention and control, corrections standards and training, court improvement efforts, Sting, and other law enforcement activities. They are but a few of the hundreds of successful programs which can and should be continued. As part of this plan, we have started discussions with other federal units to transfer these programs and keep them active.

Finally, one of the most significant developments emanating from the LEAA program was the establishment of State Planning Agencies, now known as Criminal Justice Councils. It is our hope that during the next two years, those states which have not yet institutionalized their CJC's will do so. We will be doing everything we can to encourage state governments to move in this direction.

To refocus the general criminal justice planning and coordination process while developing and strengthening more specific operations in research, statistics, and juvenile justice will require the cooperation, support, and full understanding of everyone who has contact with the JSIA. This next chapter in this process must reflect the same kind of dedication, resolve, and high standards of professionalism that marked every phase of the program's previous development. ■

AROUND the NATION

BALTIMORE, MD.—Since July 1979, more than 500 Baltimore police officers have been taught sign language and special techniques for use in emergency situations involving the deaf. The Deaf Awareness Program is part of the Community Relations Section of the police department and is taught by Theodore Byrd, who became deaf at the age of 27. Mr. Byrd instructs police officers and trainees in the skills necessary to recognize and deal with deaf citizens.

BOSTON, MASS.—Rather than deter crime, a highly publicized execution may actually provoke two or three killings that would never have occurred, according to a recent sociological study. The study, by William Bowers and Glenn Pierce of Northeastern University, appears to discredit the contention of proponents of the death penalty that capital punishment deters and reduces violent crime, the researchers said. "If executions have a brutalizing effect, as we find, a whole new issue is raised on capital punishment," said Mr. Bowers. The study reviewed homicides in relation to executions in New York State between 1907 and 1963 and found that there were, on the average, two additional homicides in the month after an execution.

WASHINGTON, D.C.—The FBI has opened a new telephone hotline in the District of Columbia as part of its effort to crack down on white-collar crime in the city. The tipsters' hotline—(202) 252-7777—is open to the public 24-hours a day and staffed by agents from the Bureau's white-collar crime unit. Tipsters can call in information anonymously or make arrangements to work privately with FBI agents. Agents speaking a variety of languages are available. Special attention will be given to persons providing information about possible public corruption, such as government employees misusing public funds or government officials accepting payoffs or favors to award contracts, the Bureau said. Other such FBI hotlines are operating in Chicago, New York, Philadelphia, Louisville, Detroit, and Jacksonville. ■

New Civil Rights Regulation Prohibits Discriminatory Abuse

The Office of Justice Assistance, Research, and Statistics (OJARS) has adopted final regulations explicitly prohibiting any recipient of federal criminal justice system improvement funds from inflicting physical abuse or summary punishment on any individual because of that person's race, color, religion, national origin, or sex.

"The effect of the regulation is to eliminate any possible legal ambiguity and to make it absolutely clear that no federally-funded state or local criminal justice agency can indulge in discriminatory brutality," said Homer F. Broome, Jr., administrator of the Law Enforcement Assistance Administration (LEAA).

New Rule Clearer

Robert F. Diegelman, acting director of OJARS, noted that the physical abuse of minority group members "has been implicitly forbidden since the adoption of LEAA's first civil rights regulations in 1973. The new regulation spells it out in clear language."

The regulation was issued following discussions between the Department of Justice and the OJARS legal and civil rights compliance staffs. It applies to the agencies created under the Justice System Improvement Act of 1979: LEAA, OJARS, the Bureau of Justice Statistics, and the National Institute of Justice.

Risk Funds Loss

Agencies that violate the regulation risk losing federal funding and face the possibility of suits by the U.S. Government to end all illegal practices and to recover federal funds already spent.

The regulation was published in the Federal Register on August 14, and became final on that day. ■

NIJ To Develop Medicolegal Death Investigation Standards

The National Institute of Justice has initiated a program to develop voluntary standards to improve the investigation of deaths from other than natural causes.

The project will establish procedures and methods to aid coroner and medical examiner offices and law enforcement agencies investigate so-called medicolegal deaths, or deaths of a suspicious nature.

NIJ said a grant of $100,000 to support the 21-month program has been awarded to Forensic Sciences, Inc., the research arm of the American Academy of Forensic Sciences, Colorado Springs, Colo.

John O. Sullivan, manager of NIJ's forensic science program and director of the project, said the lack of nationwide uniform investigative procedures poses a significant problem for the criminal justice system.

"Many experienced medicolegal practitioners believe that up to 33 percent of all deaths reported annually are initially suspicious in nature and require a very thorough autopsy," he said.

"In 1978 alone, nearly two million people died in the United States. If the 33 percent rate is accurate, some 600,000 medicolegal autopsies—a truly significant number—would have been required.

"There simply are not enough forensic pathologists around the country to handle the volume of autopsies. This shortage produces hurried and incomplete examinations that lead to inaccurate findings as to the cause and manner of death. In an undetermined number of cases, murders go undetected."

Mr. Sullivan pointed out, for example, that in 1977 only 46 homicidal poisonings were reported in the United States, according to the National Center for Health Statistics.

Mr. Sullivan said the standards would aid inexperienced physicians as well as unskilled and skilled medical examiners by identifying procedures that ensure that a proper medicolegal autopsy is performed.

"This project will develop a checklist for postmortem examinations where nothing can be overlooked," he said. "In this way, we will provide the medicolegal field with procedures that decrease the probability of error and increase confidence in medicolegal investigative findings."

The institute's standards will emphasize the necessity of a team approach in medicolegal autopsies which involve police, medical examiners or coroners, and toxicology and criminalistics laboratories.

Medicolegal autopsies determine the cause and manner of death as well as the identity of the deceased; recover, identify, and preserve evidence taken from the scene and the body; interpret and correlate facts and circumstances relating to the death; and provide a factual, objective medical report for law enforcement officials and prosecution and defense counsels.

Once the standards are developed, they will be reviewed by a multidisciplinary committee of experts, including forensic pathologists, toxicologists, anthropologists, and odontologists, along with crime lab examiners and medicolegal investigators. ■

Standards will emphasize a team approach in medicolegal autopsies which involve toxicology and criminalistics laboratories as well as police, medical examiners, and coroners.

More Rapes Reported As Attitudes Change

"It couldn't have been rape. She wasn't beaten, he had no weapon."

"She was so stoic, so unemotional. She must be making the whole story up."

"She asked for it. She accepted the ride, didn't she?"

"I can't be raped. Only bad women are raped."

"There is no such thing as rape. Every woman secretly wants to be taken by force."

These "myths" about rape — contained in a new study of the crime — point up the type of misinformation that has historically distorted the public, law enforcement, and judicial perception of rape.

Moreover, according to the study, "Rape: Guidelines for a Community Response," many women were reluctant to report sexual assaults because of this attitude, while prosecutors tried only the most blatant cases.

However, the 296-page report, prepared by Abt Associates of Cambridge, Mass., under a $36,449 grant from the National Institute of Justice, detects a change in the public's perception of rape.

With the advent of public education programs, rape crisis centers, and established rape medical service programs, more rape victims are coming forward.

Effective Methods Outlined

The new book describes the components that make up an effective community response to rape and outlines successful approaches.

The report draws on research conducted by the National Institute of Justice and a telephone survey of 31 rape crisis programs in the United States.

The report notes that between 1968 and 1977, the FBI reported that rape was the fastest growing violent crime in the United States, increasing by 103 percent —from 31,000 to 63,020 reported incidents.

The study said, "Until recently the crime of forcible rape and the resulting consequences for the victim received little attention."

This situation has changed in the last decade as "rape has become a focus of national attention and concern," says the report. The study said this new awareness has been stimulated by the movement for equalization of the status of women, noting that the early 1970s marked the beginning of a change in the treatment of rape incidents.

"At the forefront of this changing perspective was the rape crisis center," said the report. "Generally staffed by volunteers and operating with minimal funding, these programs provided victim services, sought to improve criminal justice agency procedures, offered public education, and lobbied for the reform of laws relating to rape."

The report provides information on the operation of a rape crisis center and on issues such as the criminal justice response, medical service response, public education, legislative reform, evaluation of rape intervention programs, and the costs of operating rape response programs.

The "crisis hotline" is described as one of the most versatile services developed for rape victims and the service most frequently provided by rape crisis centers.

Rape victim awaits medical treatment.

Escort services are another frequently employed community service offered to rape victims either through the crisis center or elsewhere.

The escort provides emotional and physical support to the victim, answers any questions she may have, explains various procedures that will occur, outlines the many options open to the victim, and provides any crisis intervention or support that the victim may require.

Counseling is another major program provided victims, and many communities now offer both short and long-term counseling designed specifically for the needs of the sexual assault victim.

Other Services Provided

Other services and programs being offered in numerous communities include:

—Third-party reporting. Many victims still prefer to keep their identities secret, but can help by making reports of the incident, with a description of the attacker.

—Improved police response. Assigning sexual assault cases to experienced investigators specially trained in the sensitivity of the rape victim and in evidentiary requirements, legal requirements, and interviewing.

—Improved prosecutor's response. Adoption of vertical prosecution so the victim need not repeat her story to several different prosecutors, but will have her case handled by one person from beginning to end. Continuing legal education to improve the prosecutor's understanding of how to prepare for a rape case.

—Improved medical service response. Sending rape victims, accompanied by escorts, to hospitals with doctors and nurses specially trained in treating both the emotional and physical problems of rape victims and in preserving necessary evidence.

Copies of the program model, "Rape: Guidelines for a Community Response," are available from the U.S. Government Printing Office, Washington, D.C. 20402. The stock number is 027-000-00886-1. The price is $7.00 a copy, prepaid. An executive summary of the report is also available from the Government Printing Office for $2.00 a copy, prepaid. The stock number is 027-000-00967-1. ■

LEAA To Focus On Monitoring, Close-outs

(continued from page 1)

The complexity stems in part from the three-year funding cycle through which LEAA distributed criminal justice funds, Mr. Broome explained. That cycle starts with the year of award and continues for two additional years.

"Fiscal 1978 money must be expended by December 31, 1980, fiscal 1979 money by December 31, 1981, and fiscal 1980 money by December 31, 1982," he said. "Though we have no new funds, we do have projects in the field that will continue for two more years."

OJARS Acting Director Robert F. Diegelman said the closure of and accountability for a federal grant program with funds still unexpended is a major new action for the government.

"The situation involves significant responsibility and challenge," he said, "and the proper stewardship of these funds underscores all of OJARS' efforts.

"Each of the remaining grants and contracts will be monitored to assure full compliance with federal laws and regulations and to guard against fraud and abuse."

The restructuring of LEAA and OJARS has become necessary as a result of federal budget actions which eliminated some $400 million from the two agencies.

Under the reorganization, LEAA's efforts will be focused on managing existing grants and closing programs.

OJARS will provide administrative services deemed integral to the orderly completion of the program—accounting, audit, legal assistance, civil rights compliance, and maintenance of information systems.

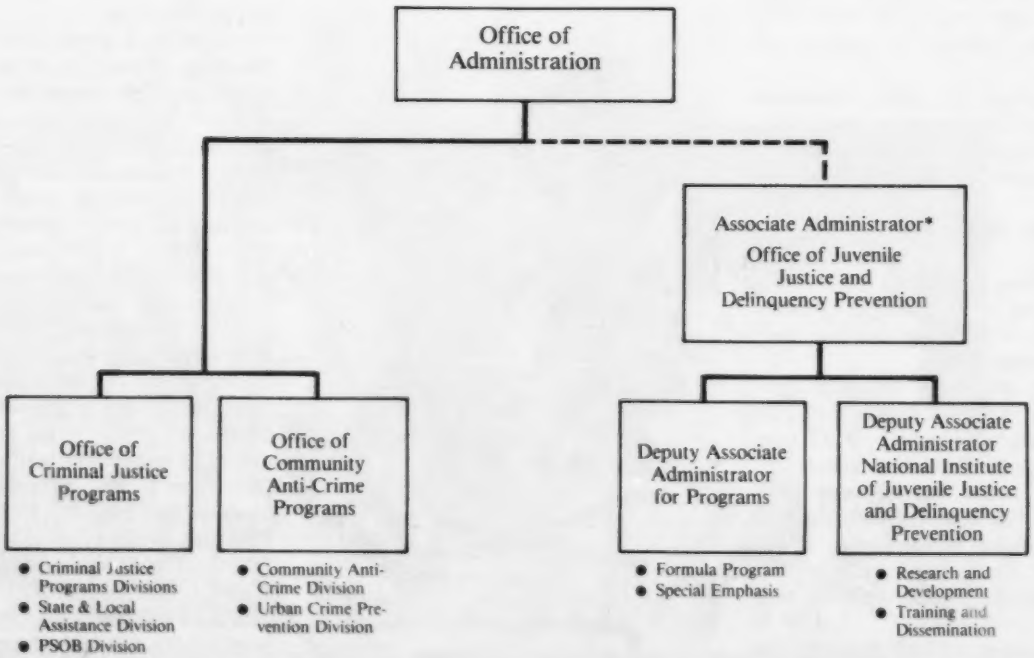
The National Institute of Justice will continue to carry out a program of basic and applied research, testing and training, information dissemination and evaluation. The Bureau of Justice Statistics will broaden its collection and analysis of criminal justice statistics.

Both of these agencies will become independent through the development of support services within each organization and through statutory authority enabling each to engage in its own grant and contract activities. Similar proposals have been made to strengthen the OJJDP program.

LEAA, which provided funds to support crime-fighting programs at the local and state level, was created in 1968 and began operations in 1969. From 1969 through 1980, it provided state and local governments with $7.7 billion in anti-crime money.

LEAA-funded programs and projects included such initiatives as community anti-crime, arson, drug treatment and prevention, training and education, family violence, child abuse, white-collar crime, drug strike forces and government integrity. In addition, the agency funded thousands of anti-crime programs in law enforcement, corrections, and courts. ■

Law Enforcement Assistance Administration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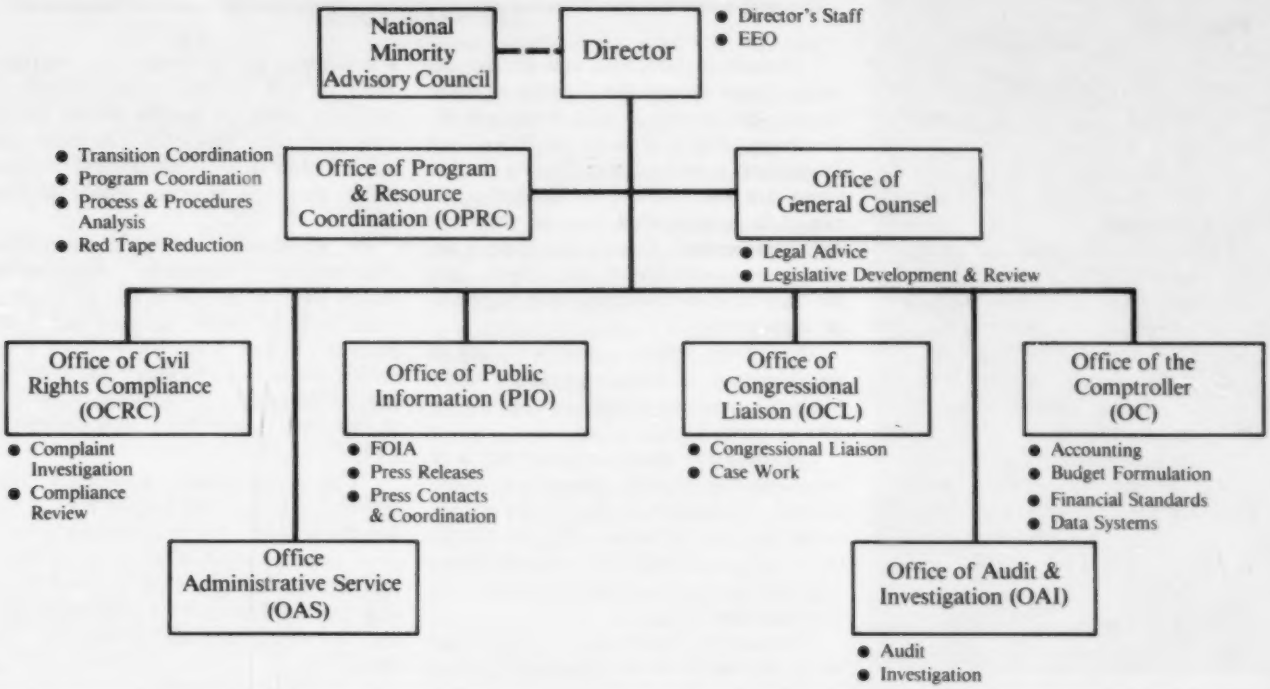
Associate Administrator*
Office of Juvenile Justice and Delinquency Prevention
Office of Criminal Justice Programs
Office of Community Anti-Crime Programs
Deputy Associate Administrator for Programs
Deputy Associate Administrator National Institute of Juvenile Justice and Delinquency Prevention
• Criminal Justice Programs Divisions
• State & Local Assistance Division
• PSOB Division
• Community Anti-Crime Division
• Urban Crime Prevention Division
• Formula Program
• Special Emphasis
• Research and Development
• Training and Dissemination

*Reports directly to Administrator; may be established as separate agency.
'The Criminal Justice Program Divisions are: Adjudication, Corrections, Enforcement and Manpower Development.

OJARS



Pamphlet Gives Tips To Jurors, Witnesses

Do you know the meaning of voir dire? Can you distinguish between probation and parole, a petit and a grand jury, or a felony and a misdemeanor?

Millions of Americans can't, and a pamphlet—''Citizen's Role in the Courts''—has been prepared by the National Institute of Justice (NIJ) to help them if they participate in court proceedings as a juror, witness, victim, plaintiff, or defendant.

The pamphlet tells how the judicial system works, contains suggestions for witnesses, victims, and jurors, and concludes with a glossary of court-related terms.

Crime victims, for example, are told that ''reporting a crime within two minutes increases the chance of an arrest by nearly 10 percent.''

The pamphlet also points out that in a criminal trial the defendant is not required to testify and failure to testify cannot be used against the accused in any way.

Tips For Witnesses

Witnesses, are advised to:

- Think before speaking and be sure to fully understand each question, or ask that it be repeated or explained.
- Never forget that they are under oath.
- Always tell the truth, and do not exaggerate.
- Never lose their tempers.
- Tell only the facts and do not draw conclusions or state opinions.
- Testify objectively.

Juror hints include:

- Carefully follow instructions and contact the jury commissioner if problems arise.
- Check with the jury commissioner to find out the length of jury service.
- Don't be downhearted if not selected to hear a case.

Terms Defined

A glossary contains these definitions:

Felony: a term used for a serious crime for which the accused, if convicted, will generally receive a prison term or possibly a death penalty.

Misdemeanor: offenses less serious than felonies and generally punishable by fine or by imprisonment in an institution other than a penitentiary.

Petit jury: a group of persons selected to determine certain matters of fact in a criminal action and to render a verdict of guilty or not guilty. In civil actions, they reach verdicts for or against parties involved and decide whether to award monetary damages.

Parole: a conditional release of an offender from confinement prior to sentence expiration.

Probation: allowing a person found guilty of criminal conduct to remain at large, during good behavior, under certain conditions imposed by the court.

Voir dire: a preliminary examination in a court proceeding to determine if a prospective juror is qualified to sit on a jury panel and, in some cases, to determine the competence of witnesses or the admissibility of evidence.

Evidence: all the means of proving or disproving alleged facts.

Single copies of the pamphlet may be ordered without charge from the National Criminal Justice Reference Service—GIP Program, Box 6000, Rockville, Maryland 20850. Organizations are encouraged to reproduce all or part of the pamphlet. Camera-ready art can be provided upon request to the Director of Communications.

Arson Prevention Training Offered

A series of arson prevention and control training programs are being offered by the U.S. Fire Administration in conjunction with the Office of Planning and Education.

The two-week training package includes fire and arson investigation and detection, arson task force assistance, arson awareness and public education, arson information management, and juvenile firesetting counseling.

Further information is available from: Edward Wall, Deputy Superintendent, Resident Programs Division, National Fire Academy, U.S. Fire Administration, Federal Emergency Management Agency, Washington, D.C. 20472. ■

Most Violent Crimes Decline

(continued from page 1)

"Household larcenies and simple assaults have shown the largest increase during this period," said Benjamin H. Renshaw, acting director of BJS. "An interesting aspect of this finding is that those are the crimes, particularly larcenies in homes, that may be the most easily prevented. Even some simple assaults are avoidable if individuals take the care to shun situations with high risk of vulnerability."

The survey defines a simple assault as an attempted or completed attack without a weapon that results in a minor injury at most.

"While every single criminal act is to be deplored," Mr. Renshaw commented, "a notable finding in the survey is that the violent crimes that put people most in fear of their lives are not showing significant increases and in some cases are declining.

"Household larcenies, on the other hand, are thefts or attempted thefts from a residence or its immediate vicinity. They do not involve either forcible or unlawful entry. If people would simply look after their valuables with more care and be alert to their neighbors' vulnerability, this type of crime would decline, too."

Mr. Renshaw noted that the estimated total number of burglaries throughout the nation rose from 6,458,700 in 1973 to 6,685,400 in 1979 (the rate per 1,000 households fell from 91.7 to 84.1 between those two years), whereas the number of household larcenies rose from 7,537,300 in 1973 to 10,630,100 in 1979.

"I think that greater community crime prevention efforts are needed here," Mr. Renshaw said. "I believe the people need to be aware that the types of crime that are increasing are the types of crime that can be prevented by the collective and individual actions of ordinary citizens." ■

Publications

Bar Leadership on Victim Witness Assistance, published by the American Bar Association's Victim Witness Assistance Project. To order, contact: Susan Hillenbrand, Victim Witness Assistance Project, Criminal Justice Section, American Bar Association, 1800 M Street, N.W., Washington, D.C. 20036, 202/331-2260.

National Roster of Black Judicial Officers, 1980, compiled by George W. Crockett, Jr., Russell R. DeBow, and Larry C. Berkson, and published by the American Judicature Society. The cost is $2.95 and the order number is 8562. To order, write: AJS, 200 W. Monroe, Suite 1606, Chicago, Illinois 60606.

A Handbook on Correctional Classification: Programing for Treatment and Reintegration, published by the American Correctional Association. The cost is $10.50. To order, write: Publications, ACA, 4321 Hartwick Road, L-208, College Park, Md. 20740.

Citizen Crime Prevention Tactics: A Literature Review and Selected Bibliography, published by NIJ's National Criminal Justice Reference Service. To order, write: NCJRS, Department F, Box 6000, Rockville, Md. 20850.

How Well Does It Work? Review of Criminal Justice Evaluation, 1978, compiled for the National Institute of Justice by the National Criminal Justice Reference Service. Cost is $8.00 and order number is 027-000-00882-8. To order, write Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Retardation and Criminal Justice: A Training Manual for Criminal Justice Personnel, by Miles B. Santamour, Bernadette West, and Kevin Mays, published by the New Jersey Association for Retarded Citizens Criminal Justice Education Project. Cost is $2.50 per copy. To order, write: Criminal Justice Education Project, Association for Retarded Citizens, 99 Bayard Street, New Brunswick, N.J. 08901.

Correctional Law Digest, 1979, published by the University of Toledo College of Law. The cost is $9.50. To order, write: Prison Decisions, University of Toledo College of Law, Toledo, Ohio 43606.

Court Reform in Seven States, published by the National Center for State Courts. The cost is $7.00 and the order number is R0054. To order, write: NCSC, Publications Department, 300 Newport Avenue, Williamsburg, Va. 23185.

The Evidence Handbook, 1980 Edition, by Donigan, Fisher, Hugel, Reeder, and Williams, published by The Traffic Institute. Cost is $27.50. To order, write: Book Department, Traffic Institute, Northwestern University, 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204.

Evaluating Donor Systems: A Software Transfer Technique, published by SEARCH Group, Inc.'s National Clearinghouse for Criminal Justice Information. To order, write: SEARCH Group, Inc., 925 Secret River Drive, Suite H, Sacramento, Calif. 95821. ■

RECENT GRANTS

BJS

• $200,000 to **Public Systems Evaluation, Inc.,** Cambridge, Mass., to study crimes involving the electronic transfer of funds and electronic mail systems.

• $199,385 to **SEARCH Group, Inc.,** Sacramento, Calif., to continue its National Clearinghouse for Criminal Justice Information Systems.

• $500,000 to **California** to improve criminal justice information management in Butte, Monterey, Orange, Santa Cruz, and Stanislaus counties by installing Prosecutor's Management Information Systems (PROMIS).

• $267,356 to the **Iowa Crime Commission** to install PROMIS in 12 counties.

• $339,576 to the **Illinois Law Enforcement Commission** to install PROMIS in Cook County on a dedicated computer.

LEAA

• $377,072 to the **Indiana Prosecuting Attorneys Council** to create a career criminal program in Marion, St. Joseph, and Vanderburgh counties.

• $529,583 to the **Association for the Advancement of Mexican Americans,** Houston, Texas, to support an alternative education program to alleviate the dropout problems in seven Houston schools.

• $607,682 to the **Joint Center for Community Studies,** Los Angeles, Calif., to operate an alternative education program to reduce delinquency and increase student participation in educational activities.

• $692,609 to the **Dispensario San Antonio,** Ponce, Puerto Rico, to operate an alternative education project to reduce truancy and dropout rates for school children in grades six through 12.

• $175,214 to **Nevada's Eighth Judicial District Court Administrator** to establish a pretrial services program to alleviate local jail overcrowding.

• $267,812 to the **Virgin Islands Department of Education** to operate an alternative education program for school children in grades seven and eight.

• $268,315 to **Western Michigan University,** Kalamazoo, to conduct an alternative education program for 700 students in the Milwood Junior High School.

• $400,000 to the **Memphis Police Department** to support the third phase of its Integrated Criminal Apprehension Program.

• $318,528 to the **Center for Jury Studies,** McLean, Virginia, to provide technical assistance in juror usage and management to state and local courts around the country.

• $883,508 to the **Charleston County, South Carolina, School District** to provide an alternative education program in 10 schools in the county's inner city and rural areas.

• $668,019 to **Jazzmobile, Inc.,** New York City, to run an alternative arts education program for youths in central Harlem.

• $105,000 to the **South Carolina Department of Corrections** to operate a self-supporting prison industry program.

• $112,501 to the **Colorado Department of Corrections** to operate a self-supporting prison industry system that will duplicate private sector working conditions.

• $520,086 to the **Washington State Division of Criminal Justice** to continue the state's juvenile restitution project.

• $300,000 to the **Metropolitan Dade County, Florida, State Attorney's Office** to continue its special joint strike force against criminal conspiracies.

• $200,000 to the **Colorado Springs, Colo., Police Department** to continue its Integrated Criminal Apprehension Program.

• $285,000 to the **Jackson, Mississippi, Police Department** to continue its comprehensive crime prevention program.

• $300,000 to the **Atlanta Department of Public Safety** to continue the city's comprehensive crime prevention program.

• $206,453 to the National Council on Crime and Delinquency to continue its Assessment Center for Integrated Data Analysis program.

• $157,937 to the **Rutgers University Institute for Criminological Research** to continue its study of the behavior of different classes of juveniles in a variety of New Jersey correctional programs.

• $416,981 to the **University of Chicago's School of Social Service Administration** to continue its Center for the Assessment of Alternatives to Juvenile Justice System Processing.

• $270,159 to the **National Organization of Black Law Enforcement Executives** to continue its community anticrime technical assistance and training project.

• $217,200 to the **Norfolk County, Massachusetts, District Attorney's Office** to continue its career criminal program.

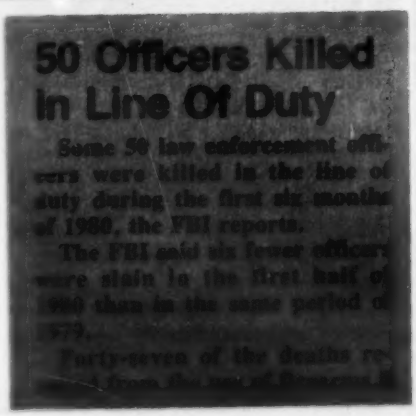
NIJ

• $203,045 to the **University of Wisconsin Department of Psychology** to study the implications of social science research for criminal trial practices.

• $224,000 to the **Jefferson Institute of Justice Studies,** Silver Spring, Md., to conduct the second phase of a study measuring performance standards in criminal prosecution and defense.

• $183,959 to the **University of Wisconsin Law School** to research the development of a problem-oriented approach for organizing police department operations.

• $234,961 to the **University of North Carolina's Institute for Research in Social Science** to continue its study of police performance measurement theory. ■



Calendar

Nov. 3–5: Seminar on Legal Problems in Police Administration; **Nov. 10–14:** Police Decision Making and Leadership Development; and **Nov. 17–21:** Hostage Negotiating Course, all held in Evanston, Ill., and sponsored by The Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern University, 555 Clark Street, Evanston, Ill. 60204.

Nov. 3–21: Organized Crime Investigators Course, and **Dec. 8–19:** Computers in Investigation and Crime Course, both held in Miami, Fla., and sponsored by the Institute on Organized Crime. Contact: IOC, Attn: Bruce H. Jones, LEAA Coordinator, 16400 N.W. 32nd Avenue, Miami, Fla. 33054, 305/625-2438.

Nov. 9–12: The First National Symposium on Youth Violence, Reno, Nev., sponsored by the University of Nevada, National Council of Juvenile and Family Court Judges, National School Resource Network, U.S. Department of Education, and the Nevada Department of Human Resources. Contact: Community Development, Continuing Education, College Inn, Univ. of Nevada, Reno, Nev. 89557, 702/784-4062.

Nov. 10–21: Supervising a Selective Traffic Law Enforcement Program; and **Dec. 1–12:** Advanced Accident Investigation, both held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management at the University of North Florida. Contact: Director, Institute of Police Traffic Management, Univ. of North Florida, 4567 St. Johns Bluff Road S., Jacksonville, Fla. 32216.

Nov. 17–20: Developing Police Computer Capabilities, Daytona Beach, Fla.; **Nov. 17–21:** Executive Development, Washington, D.C., and The Allocation and Distribution of Police Manpower, Knoxville, Tenn.; **Dec. 1–4:** Legal Implications of Policies, Procedures, and Rules, Orlando, Fla; **Dec. 1–5:** Crime Analysis, Daytona Beach, Fla.; **Dec. 8–10:** Assessment Center Method, New Orleans, La.; and **Dec. 8–12:** Administration and Management of Small Police Departments, Phoenix, Ariz., all sponsored by the International Association of Chiefs of Police. Contact: IACP, 11 Firstfield Road, Gaithersburg, Md. 20760, 800/638-4085.

Nov. 17–21: Third Annual International Crime Prevention Conference, Louisville, Ky., sponsored by the National Crime Prevention Institute and the International Society of Crime Prevention Practitioners. Contact: Conference 80 Coordinator, NCPI, Univ. of Louisville Shelby Campus, Louisville, Ky. 40222, 502/588-6987.

Nov. 18–20: Coping With Alcholics in Correctional Facilities; **Nov. 19–21:** Operational Security in Correctional Facilities; **Dec. 2–3:** Performance Evaluations and Police Personnel Systems; **Dec. 3–5:** Crime Analysis and Directed Patrol as an Approach to the Burglary Problem, and Hostage Negotiations; and **Dec. 9–11:** Legal Issues for Correctional Officials, all held in Virginia Beach, Va., and sponsored by the George Washington University. Contact: Prof. G.J. Hadgopoulos, Coordinator, Center for Professional Development, GWU, 2019 Cunningham Dr., Hampton, Va. 23666, 804/460-2549.

Nov. 18–21: Security Surveys, Boston, Mass., sponsored by Indiana University's Center for Public Safety Training. Contact: Center for Public Safety Training, Harrison Bldg., Suite 500, 143 West Market Street, Indianapolis, Ind. 46204, 317/264-8085.

Nov. 18–21: Robbery and Burglary Investigation, and **Dec. 8–12:** Criminalistics: A Practical Application For Law Enforcement Investigators, both held in College Park, Md., and sponsored by the University of Maryland University College Center of Adult Education. Contact: Registration Clerk, University of Maryland University College, Conference and Institutes Program, University Blvd. at Adelphi Road, College Park, Md. 20742.

Nov. 20–21: Standardized Crime Reporting Systems, Boston, Mass., sponsored by SEARCH Group, Inc. Contact: SCRS Project Coordinator, SEARCH Group, Inc., 925 Secret River Drive, Suite H, Sacramento, Calif. 95831, 916/392-2550.

Dec. 1–12: Crime Prevention Technology and Programming, Louisville, Ky., sponsored by the National Crime Prevention Institute. Contact: Admissions, NCPI, School of Justice Administration, Shelby Campus, Louisville, Ky. 40292, 502/588-6987.

Dec. 3–5: Executive Development—Nature of Managerial Responsibility, St. Petersburg, Fla., sponsored by the Florida Institute for Law Enforcement under the auspices of the Florida Police Standards and Training Commission Career Development Program for Salary Incentive. Contact: FILE, P.O. Box 13489, St. Petersburg, Fla. 33733, 813/381-0681.

Dec. 4–5: 14th Conference on Juvenile Justice, Dallas, Texas, sponsored by the Southwestern Legal Foundation. Contact: The Southwestern Legal Foundation, University of Texas, P.O. Box 707, Richardson, Texas 75080, 214/690-2377.

Dec. 8–10: Methods of Combating Crime and Violence In Schools, Ft. Lauderdale, Fla., sponsored by the Institute for Safe Schools. Contact: Institute for Safe Schools, 800 East Broward Blvd., Suite 506, Ft. Lauderdale, Fla. 33301, 305/463-1776.

Dec. 8–12: Resources Are People Symposium, Washington, D.C., sponsored by the National Network of Runaway and Youth Service. Contact: National Network, 1705 DeSales Street, N.W., Room 801, Washington, D.C. 20036, 202/466-4212. ■

Police-Community Relations Effort Funded In Riot Area

LEAA has awarded the Dade-Miami (Florida) Criminal Justice Council $3 million to operate seven projects to improve police-community relations in the city-county area, LEAA Administrator Homer F. Broome, Jr., has announced.

The two-year program, which the U.S. Congress mandated in its fiscal year 1980 supplemental appropriation legislation, is designed to improve the administration of criminal justice services and their delivery to the community, Mr. Broome said.

The projects are an expanded community crime prevention effort, youth programs that include the diversion of juveniles from the traditional criminal justice system, improved coordination between police and social service agencies, increased recruiting of minority group members for criminal justice agencies, and improved selection techniques for such employment.

Handgun Safety Tested

How well do the handguns used every day by law enforcement officers work?

LEAA has asked the National Bureau of Standards to find the answer to that question as part of a project to develop a draft performance standard for revolvers intended for law enforcement use. The project will develop performance requirements and test methods to assure officers of a reasonably acceptable level of safety and performance while providing law enforcement agencies with help in selecting handguns.

Law enforcement officers who wish to comment on their experience with handguns—either with particular models or general categories—are invited to contact Nicholas Calvano, EM 110, National Bureau of Standards, Washington, D.C. 20234.

Views In The News

MISGUIDED JUVENILE OFFENDER LAW: "The statistics now available on the New York State juvenile offender law confirm what many people thought when it was first proposed: it is a misguided remedy for a tormenting problem. . .

"The law has achieved some of its intended effect. Juvenile crime has largely vanished from political discourse. Two New York City youths convicted of murder have already been sentenced to life. About a third of the cases originating in Criminal Court have resulted in indictments. . .

"But the same figure also has a negative side. The other two-thirds of the cases begun in Criminal Court have either been dropped or remanded to Family Court. . .

"There's a better way: originate all cases in the Family Court and empower judges there to impose longer sentences or allow prosecutors to petition to transfer serious cases to the criminal courts."—*Editorial, The New York Times.*

SEXUAL ABUSE OF CHILDREN: ". . . The conviction recently of a 33-year-old District man for sexually molesting a five-year-old girl was enough of a rarity to dramatize the way the mechanisms of social control fail in this area of human misbehavior. According to David Lloyd, an attorney with the sex abuse team of the Children's Protection Center at Children's Hospital, few reported instances of sexual abuse of children lead to action, punitive, preventive, or therapeutic.

"What generally happens is nothing. The victims tend to be too intimidated or too inarticulate to be effective witnesses. Conclusive medical evidence is hard to come by. And parents tend to be too embarrassed and distressed to want to press charges. . .

"Laws, courts, police and therapists can neither prevent nor remedy every social ill. Sexual abuse of children will always be among the elusive ones. But the fact that there is nowhere in the Washington area a program for rehabilitating offenders suggests that more could be done about it than is being done. . ."—*Editorial, The Washington Star.*

TERROR-PROOFING BUILDINGS: "Assassination, kidnaping, vandalism, and other terror methods have reached such a degree that they have spawned what may be a new industry: Redesigning commercial or government buildings into fortresses. . .

"We find this story partly dismal and partly reassuring. On one hand, it is a disheartening commentary on today's world that violence and terrorism are so common that so many people now have to put a high priority on guarding their lives. On the other hand, it shows what a useless and moronic business terrorism is. . .

"In short, the 'threat' of terrorist groups is somewhat exaggerated. These are people who, strangely, have devoted their lives to being nuisances. They are not forces for revolution; they are only a problem in safety engineering."—*Editorial, Chicago Tribune.*

MARIJUANA NOT HARMLESS: "The parallels between the marijuana trade today and the booze trade during the national experiment with prohibition 50 years ago are undeniable. An illegal mood-changing drug is highly popular and its use is widespread even among 'respectable' citizens. Purveyors rake in millions supplying the illegal trade. Respect for the law erodes. . .

"But the parallel. . . breaks down in one extremely important respect. Most alcohol users during and after prohibition were adults. Most marijuana users today are children. . . Society has a duty to its children to protect them from exposure to a drug that might cause them irreversible mental and physical harm. . ."—*Editorial, Baltimore Sun.*

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Dr. George Felkenes, head of the School of Criminal Justice at Michigan State University, has resigned that position to become dean of the School of Applied Arts and Sciences at Long Beach State University in California.

Dr. Felkenes is chairman of the Criminal Justice Accreditation Council, the educational standards program of the Academy of Criminal Justice Sciences. He taught at the University of Alabama in Birmingham from 1971 to 1977 and at Long Beach State University from 1967 to 1971.

William Reece Smith, Jr., is the new president of the American Bar Association.

Mr. Smith is a Tampa, Florida, attorney and chairman of the law firm of Carlton, Fields, Ward, Emmanuel, Smith, and Cutler, P.A. He has served as ABA secretary and member of the Board of Governors from 1967 to 1971 and as assistant secretary from 1963 to 1967.

Long active in the organized bar, Mr. Smith is past-president of the Florida Bar, the Florida Bar Foundation, and the Hillsborough Bar Foundation. He has been a member of the National Conference of Bar Presidents since 1971 and in 1979 served as president of that group.

Arnette Hubbard, a Chicago attorney, has been voted president-elect of the National Bar Association. She is the first woman elected to that position in the organization's 55-year history.

Ms. Hubbard, who will take office at the association's convention in Detroit next year, serves on the alumni board of directors of the John Marshall School of Law. She is past president of the Cook County Bar Association, an affiliate of the National Bar Association. The National Bar Association represents about 12,000 black lawyers in the United States.

Dr. Robert J. Bradley, director of information systems for the Missouri Highway Patrol, has been elected chairman of the board of directors of SEARCH Group, Inc.

Dr. Bradley has served as vice chairman of the board since October, 1979, and has been a member of SEARCH for several years. He also is a consultant in systems management.

Robert C. Cushman has been elected president of the American Justice Institute, a national juvenile justice and criminal justice research organization.

Mr. Cushman has served as executive director of the National Task Force to Develop Standards and Goals for Juvenile Justice and Delinquency Prevention. He directed the first of eight Pilot City Programs for LEAA, and directed the Model Community Correctional Project.

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Justice Assistance News

Reported Crime Up 9 Percent Last Year

Reported crime rose 9 percent in 1979, the biggest jump since the recession years of 1974 and 1975, the FBI reports.

The number of bank robberies showed the highest increase—51 percent between 1975 and 1979. Murders increased 10 percent last year, forcible rape 13 percent, and robbery 12 percent, according to the Uniform Crime Report, a compilation of reported crime statistics from more than 15,000 law enforcement agencies across the country.

There were 10 percent more aggravated assaults. Violent crimes as a whole increased by 11 percent.

According to the data, from every 100,000 persons in the U.S., there were 10 murder victims in 1979, 279 aggravated assaults, and 2,988 larceny-theft victims. For every 100,000 women, there were 67 rapes.

Only 20 percent of the reported crimes were solved by law enforcement agencies, the FBI reported. Most of the unsolved crimes involved burglary, larceny, and the newly listed crime of arson.

Some 73 percent of murders were cleared, as were 48 percent of forcible rapes, 59 percent of aggravated assaults, and 25 percent of robberies. ■

Dr. Harry Scarr Becomes The First Director Of BJS

Harry A. Scarr has been sworn in as the first director of the Bureau of Justice Statistics.

Attorney General Benjamin R. Civiletti administered the oath of office in ceremonies at the Department of Justice October 1.

Dr. Scarr, appointed by the President and confirmed by the Senate, has been with the Department of Justice for the last eight years, most recently as administrator of the Federal Justice Research Program of the Office for Improvements in the Administration of Justice.

Earlier, he was assistant director of the Justice Department's Office of Policy and Planning, and he also served as acting director of the National Institute of Law Enforcement and Criminal Justice.

Dr. Scarr becomes the first director of the Bureau of Justice Statistics, which was created in 1979 by the Justice Systems Improvement Act.

Dr. Scarr also was a staff fellow at the National Institute of Mental Health, assistant professor of sociology at The Wharton School of the University of Pennsylvania, and a research scientist on the staff of Human Sciences Research, Incorporated, of McLean, Virginia.

He is a graduate of the University of Michigan and received his doctorate from Harvard University. ■

Attorney General Benjamin Civiletti (center) administers the oath of office to Dr. Scarr. Mrs. Scarr holds the Bible as one-year-old daughter, Rachel, looks on.

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Justice Assistance News

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Joseph Krovisky, Director
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Anne R. Voigt, Editor

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Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the U.S. Department of Justice. Use of funds for printing this periodical has been approved by the director of the Office of Management and Budget through June 30, 1980. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

Criminal Division Focuses On Organized Crime's Vulnerability

Philip B. Heymann is assistant attorney general in charge of the Department of Justice's Criminal Division. Excerpts from his testimony before the Senate Permanent Subcommittee on Investigations follow.

From the law enforcement perspective, the problem of organized crime is one of knowledge and response: what do we know and how can we shape a program to contend with it? For two decades, the Justice Department has worked to increase its knowledge of organized crime and to design and implement a program effectively responding to it.

The largest activity of the Criminal Division is the organized crime program. That program consists of 140 skilled trial attorneys assigned to 26 Strike Forces and field offices. They receive full investigative support from virtually every federal law enforcement agency.

Three central question shape and focus our program: (1) What assets make organized crime strong and, conversely, where is it vulnerable? (2) What are its principal activities and sources of revenue? And, (3) what are organized crime's most harmful effects on society?

The mob's resistance to prosecution seems to depend heavily upon organizational cohesion. Vows of secrecy and loyalty, and strict discipline, are enforced through violence.

A number of innovative law enforcement tools have been developed to penetrate this curtain of silence. Foremost is court-authorized electronic surveillance. We know the identity of most important organized crime figures. This fact and their need to conduct far-flung operations by telephone makes them vulnerable to various forms of electronic surveillance based on probable cause.

The Strike Forces also try to obtain witness testimony against organized crime figures. Penetration of groups by informants and undercover agents has been instrumental in many major cases. The immunity statute has proven effective and was used in over 800 cases last year. Finally, the Witness Security Program responds directly to the problem of witness intimidation. About 360 witnesses and their families are now relocated and given new identities and employment each year.

Another outstanding attribute of organized crime is its power and vitality. Single organizations have for decades been able to monopolize entire segments of the illicit economy—and portions of the licit one as well—and at times threaten to supplant the normal rule of law itself. The well-known formal, almost militaristic structure of the most successful groups is an essential factor in acquiring and retaining this power.

The Strike Forces have paid special attention to this organizational structure. A major assumption has been that convicting as many actual members of the principal groups as possible is the best way to reduce their power. This has been considered especially true of the heads of these hierarchies. Depriving organized crime of stable, and presumably its most competent, leadership is a goal that we have pursued with some degree of success.

However, we must seek points of organizational vulnerability other than the leadership. In narcotics enforcement, for example, there are indications that the most

(continued on top of page 3)

assailable target may be the laundering of huge illicit money flows through offshore banks. In fact, in the organized crime field in general we are coming to view the flow of money as a vulnerable target.

The Racketeer Influenced and Corrupt Organization statute has been a valuable weapon in our attack on the organized crime hierarchy. RICO's concept of a racketeering "enterprise," to which heavy penalties are attached, begins to address the central problem of organized crime—that an "enterprise" gives the continuity needed to conduct and maintain the activities on which organized crime depends.

Finally, there is a self-perpetuating quality to organized crime's power. The major groups have existed long enough to have developed a network of business, labor and political connections and to have generated an image of inevitability, if not acceptability, among segments of the community with which they interact. More specifically, as these groups have become powerful, they have become wealthy.

This has made possible another characteristic mob tool, bribery. Bribery has its most important and detrimental application in the corruption of public officials, either to purchase protection or to obtain favors and assistance. Payoffs to public officials are absolutely essential for the preservation of most ventures conducted by organized crime. Large amounts of available cash also provide investment capital for expansion into new areas, such as legitimate businesses or narcotics.

We have begun to place increased emphasis on depriving organized criminals of their profits from illegal ventures. A number of our most useful statutes have forfeiture provisions.

Efforts to interdict sources of mob income have been fairly direct. We have gone where the gangsters are. The Strike Force concept permits concentration of extraordinary law enforcement capability in cities with significant criminal organizations.

More specifically, our activities have tended to shift as sources of income have undergone change. Gambling and prosecutions of other traditional rackets have declined as the overall significance of these activities has diminished. As organized crime has moved into legitimate business we have attempted to increase our law enforcement expertise and presence there.

The focus on labor-management racketeering, always a major organized crime arena, has remained intense.

Finally, the growing involvement of organized crime in narcotics and the severity of the national drug problem have generated a response from the entire federal law enforcement establishment. Twenty-five percnt of the entire federal criminal caseload now consists of narcotics prosecutions.

For the future, we need not only new legislation but also more knowledge. We know a fair amount about the strengths of organized crime; now we've got to pinpoint some of its vulnerabilities. We know generally what revenue-producing activities organized crime is engaged in; now we've got to know why and the size of the various revenue flows. We know what businesses or unions are particularly susceptible to organized crime control; now we've got to know how to protect them and, even better, how they can protect themselves.

Finally, and most important, we must develop analytical techniques and sufficient data to give us a clearer picture of the harmful effects of organized crime on our society. ■

AROUND the NATION

WOODLANDS, TEXAS—Cable television subscribers are now able to protect their homes from burglaries, fires, and other emergencies through a new two-way home protection monitoring system. A central computer sends an impulse over the television cable to a small terminal in the subscriber's home that is constantly in touch with burglar, heat, and smoke alarms throughout the house. If an alarm is triggered, the home terminal alerts a computerized monitoring center which directs the distress call to the local police or fire department. In addition, local authorities are provided with information about the subscriber's home, including layout, number of stories, and occupants. If an accident occurs at home, a push of a button can summon emergency medical care within minutes. Before the rescue team arrives, the central computer bank, which stores information provided by the subscriber, can tell the team of a family's complete medical history. ■

New Technique Used To 'Sting' Office Thieves

California is "stinging" office equipment thieves with the aid of an LEAA anti-fencing grant.

Since 1977, the project—a variation of the successful Sting program—has recovered $2.8 million worth of stolen office machines and led to the arrest of 87 fences.

Records Matched

California Attorney General George Deukmejian credits the success of the Property Recovery Program to a new investigative technique: Matching by computer serial numbers of stolen property listed in the files of law enforcement agencies with the repair records of office machine manufactures and dealers. The records identify the current owner of the stolen property. Then an investigation is launched to find the fence and thief who stole and distributed the stolen property.

Risk Increased

"This project is an important step in injecting a greater factor of risk in the theft, handling, and processing of stolen property by increasing the likelihood of detection, arrest, and prosecution," said James Golden, director of LEAA's Criminal Conspiracies Division which awarded the grant.

"For the first time it is now possible to trace and document the series of actions taken through various distribution levels from the final consumer back to the point of theft. This makes the project unique in law enforcement history in that we now have, through analysis, a nationwide pattern of the flow of stolen property in the illegal redistribution system." ■

Report Recommends Increased Arrests In Wife Abuse Cases

Police officers investigating domestic flare-ups should look upon wife beating as a criminal assault and not a private family matter, according to a federally-funded study by the Police Executive Research Forum (PERF).

The report, funded by the Law Enforcement Assistance Administration, calls for increased arrests, especially in cases involving serious injury, use of a deadly weapon, or violation of a court restraining order. Arrests also are recommended for people who inflict minor injuries following repeated threats of violence.

"This emphasis on arrest is a dramatic change in police procedures for these abuse cases," said Allen H. Andrews, Jr., chairman of the PERF research committee and superintendent of the Peoria, Illinois, Police Department.

"Formerly, we treated them as private family problems and sent them to family court for counselling. Now we should regard them as criminal assaults that could result in a jail term."

The report also urged police to refer victims to civil court for restraining orders, to counselling programs or battered women's shelters, and to encourage victims to file an arrest warrant.

"Even when police did make arrests, many battered women dropped the charges," said Mr. Andrews. "Now things have changed. The women are receiving help and counselling from women's groups and show a real willingness to follow through with these cases in court."

The report focuses on cases involving shoving, slapping, kicking, biting, hitting, beating, and threatening or using a weapon, among married and unmarried couples who live together or who previously lived together.

Action Plans Presented

Three categories of cases are identified in the report: serious assaults, minor assaults, and threatened assaults. Plans of action for police are presented for each category.

Threats of assaults should be taken seriously and met with citations and fines, referrals to counselling programs, or by separating the individuals for several days, according to the report.

The report outlines step-by-step procedures for responding to violent spouse abuse cases from the time the police operator receives a call for help to the final disposition of the case.

For example, the report recommends that police operators receiving calls involving domestic conflicts gather as much information as possible about the case to relay to the responding officers. If violence or a weapon is involved, the report says, the operator should find out when the assault occurred, the whereabouts of the victim and assailant, the seriousness of any injuries, whether children are present, and if either party has been drinking alcohol.

At the scene of the conflict, the report advises responding officers to:

- Use extreme caution in approaching the scene to avoid a possible attack or further aggravate the violence. Lights and sirens should not be used when approaching the scene, and police should not park directly in front of the home.
- Locate an interpreter if needed.
- Separate victim and assailant in adjoining rooms. No person should be taken to the kitchen because of the availability of knives. Officers should avoid the bedroom because it is the primary storage place for handguns kept in the home, and because it may symbolize the most intimate and, therefore, volatile part of the couple's relationship.
- Emphasize to the victim that he or she has suffered a criminal assault not permitted between any two citizens regardless of their relationship. If the victim only wants police officers to stop the violence and nothing more, officers should explain their law enforcement duties and emphasize the danger of repeated beatings.
- Be alert for an outburst of violence from the assailant at the slightest provocation. However, officers should never touch the assailant unless force is needed for restraint.

Training Needed

The report emphasizes the need for more police training programs to teach officers how to handle spouse abuse cases successfully. Specific methods are presented to instruct officers how to restore order and prevent future assaults. Self-protection techniques also are described.

Police executives are encouraged in the report to develop written policies in order to establish agency objectives and provide guidelines to help their officers handle these difficult and dangerous calls.

"We hope that the report will be used by police as a guideline for responding to family violence calls," said LEAA Administrator Homer F. Broome, Jr.

"Too many police officers believe spouse abuse cases should be handled by social service agencies, not the police. We hope to help them understand that violence in the home is just as much a crime and just as dangerous to life and property as other crimes of violence."

The report was published under a $35,920 LEAA grant. It is the result of visits to 17 police agencies and interviews with over 200 police and social service professionals. A questionnaire was administered to 130 police officers concerning their handling of domestic violence cases.

Copies of the report, "Responding to Spouse Abuse and Wife Beating: A Guide for Police," may be obtained from the Police Executive Research Forum, 1909 K Street, N.W., Washington, D.C. 20006. ■

Drug Users Unlikely To Commit Violent Crime

A study of 20,632 persons arrested in Washington, D.C., found that drug users were less likely to be charged with a violent offense than non-drug users.

The study, released by the National Institute of Justice (NIJ), also reported that arrested drug users among the 1973–1974 sample of D.C. arrestees did not commit more crimes against the elderly than non-drug users, and drug-user arrestees committed fewer crimes against persons under 18 than non-drug users.

Arrested women drug users were not more likely to be prostitutes than non-drug-users, the study said, while drug-user and non-drug-user arrestees were equally as likely to be charged with burglary, fraud/embezzlement, auto theft, and arson or property destruction.

The study did not support the theory that most women who are arrested and who are using drugs are involved in prostitution.

There was a slight increase in robbery rates among men and women arrestees who used drugs, and they also were more likely to skip bail.

The report—"An Analysis of Drugs and Crime Among Arrestees in the District of Columbia"—was conducted by the Institute for Law and Social Research (INSLAW), Washington, D.C., under a 15-month grant funded jointly by NIJ, which put up $90,138, and the National Institute on Drug Abuse (NIDA), which put up $75,000.

Eric D. Wish, a research psychologist for INSLAW and principal author of the study, emphasized the need for a cautious interpretation of the report because it was based only on data in Washington, D.C., and identification of drug users was based only on urinalysis results. Further, Mr. Wish also said it is generally agreed that only a small proportion of offenses result in arrests.

PROMIS Data Used

The study analyzed arrest data from the Prosecutor's Management Information System (PROMIS). Drug use was determined by urinalysis results from a program administered jointly by the Superior Court of the District of Columbia and the Alcohol and Drug Abuse Services Administration (ADASA).

Since December 1971, almost all arrestees detained in the D.C. Superior Court lock-up have been asked to provide information about their use of drugs, prior drug treatment, and current arrest charge, and also provide a urine specimen for analysis.

The District of Columbia is believed to be the only jurisdiction in the country to routinely test arrestees for drug use, said Mr. Wish.

For the study, INSLAW matched 57,944 cases in the PROMIS data bank with their counterparts in the urinalysis program from 1973 through 1977.

It then selected 20,632 cases from 1973 and 1974 to conduct its research because files for those years contained information not available in other years.

Bail Risk Greater

Noting that drug users were a greater risk to jump bail, the study recommended establishing urinalysis programs in other jurisdictions and that judges give strong consideration to the findings in setting conditions for pre-trial release.

Another finding—that drug-user arrestees ranged between 21 and 30 with a noticeable drop at about age 30—led to a recommendation that drug abuse programs focus on persons arrested before age 21, with rehabilitation programs zeroing in on arrestees between 21 and 30.

The study found that 21 percent of the 20,632 arrested persons tested positive for one or more of nine drugs—morphine, quinine, methadone, phenmetrazine, methamphetamines, amphetamines, cocaine, barbiturates, or codeine.

The report said the likelihood of prosecution of drug-using and non-drug-using arrestees was about equal, but that drug users were less likely to be released on their own recognizance—apparently because judges already were using the urinalysis results as one of the criteria of risk.

The cases of drug users were less likely to be dismissed and more likely to end in a guilty verdict or plea, said the study.

Female arrestees were more likely to test positively for drug usage than males, the study found.

Mr. Wish said he had no explanation for this, but suggested that perhaps more women were on legal prescriptions than men.

The study said that less than one-half of the charges involving drug-using women arrestees were for prostitution or a drug-related offense.

The final report of the project will be available next month. ■

The study found that 21 percent of the persons arrested in Washington, D.C. in 1973–74 tested positive for one or more of nine drugs, including morphine.

Police Must Learn to Assess Riot Potential,

The nation's police departments have a critical need to develop strategies for assessing the potential for urban disorders, according to a new study funded by the LEAA.

The study—"Prevention and Control of Urban Disorders"—is based largely on a review of the law enforcement response to the May 1980 riots in the Liberty City areas of Miami and Dade County, Florida. In addition, police officers and executives outside Florida were interviewed, and the literature on urban disorder was reviewed.

The report said that disorder assessment is not widely viewed as a part of the disorder planning process, but is urgently needed.

"Police departments need to learn how to carefully analyze neighborhood tensions," the study said. "However, assessing the potential for disorder is not a one-time activity; it requires the establishment of new police functions which will involve police personnel at all levels of the organization, officers with special competencies and relationships, as well as neighborhood-based organizations."

Signs Foretell Disorders

The report said a number of cities have informally selected several types of indicators to help assess and analyze whether there is the potential tension in an area to lead to an eruption.

These indicators are:

- Disturbance calls involving conflicts between groups.
- Incidents in which the responding officer finds him/herself the target of abuse over what is considered routine police action.
- Incidents of stoning of police or fire vehicles responding to calls for service.
- Assaults between groups.
- Assaults against police.
- Citizen complaints of excessive force by police officers.
- Changes in media coverage of police events or incidents.
- Lack of citizen willingness to assist police in routine matters.

The study was prepared by University Research Corporation, of Washington, D.C., under contract to the LEAA.

The 100-page study is intended to inform other police executives about issues and problems associated with the prevention and control of disorder for use in their jurisdictions.

The report itemizes various incidents of alleged police misconduct that culminated in the riot that began May 17, 1980.

Police Aware of Trouble

It suggested that some law enforcement officials were aware of the potential for trouble before the actual rioting.

It cited, for example, a statement made 11 days before the Dade County riots by the Dade County Community Relations Board:

"From every angle, every perspective, the community relations board perceives that Dade County is in a state of crisis. . .In our law enforcement agencies there is police brutality, including murder; there are allegations of police corruption involving alliances with drug dealers and the theft of confiscated money. In our school system, there are charges of official corruption at the highest level.

"In our neighborhoods there are drug-related, gangland-style killings, joblessness, inflation, and juvenile delinquency. Fear and anger are prominent among our citizens. Many of them feel they can no longer trust their police, their neighbors, their government officials, nor even the news media. The potential for open conflict in Dade County is a clear and present danger."

The report said the warning failed to move police officials.

"The absence of major urban disorders during the past few years has created the expectation that jurisdictions were beyond the state of urban disorder—that urban riots were a thing of the past," the report said. "These expectations were reinforced as individual local crises occurred without widespread disorder."

The report lists 19 separate problem areas cited by police commanders as contributing to the difficulty of mobilizing and responding to the rioting.

A Florida National Guardsman directs traffic away from the Liberty City riot area as fires burn out of control. United Press International Photo.

Study Says

Some of them include:
—Lack of personnel on duty at the time of the first reports of the disorder. The Emergency Mobilization Plan in the Department of Public Safety had not been updated to reflect reorganizations in the agency.
—Confusion about the acceptable levels of use of lethal and non-lethal force.
—Poor communications between the command posts, both within and between departments.
—Shortage of equipment, such as hand-held radios, gas masks, rescue vans.
—Absence of rumor control.
—Lack of intelligence gathering mechanisms or information systems which could have alerted police to the potential for disorder.

'Creative Intervention' Needed

The report calls for "creative intervention into community conflict" to try and head off potential disorders and rioting.

"Creative strategy development involves a commitment by the police administrator to share power with the community for order maintenance and prioritization of police activities," the study said. "Without the willingness to share power, police will find that communities will continue to force the police to assume total responsibility for dealing with all of the neighborhood's problems. The division between police and community will widen as the more stable members of a neighborhood will remain detached observers of the escalating state of community tension."

The report was prepared by the enforcement division of the LEAA. It was written by H. Jerome Miron, director, Police Technical Assistance Project, and Robert Wasserman, consultant-staff member. The project was under the direction of Donald J. Anderson of LEAA's Office of Criminal Justice Programs.

Copies are being distributed to police chiefs, local government officials, state governors, and federal officials.

Copies also are available from the Police Technical Assistance Project, 5530 Wisconsin Avenue, N.W., Washington, D.C. 20015, 301/654-8338. ■

Justice Department Sets Priorities For Investigating White-Collar Crime

All federal law enforcement agencies now have in hand a report that sets national priorities for investigating and prosecuting white-collar crime.

The report, distributed by Attorney General Benjamin R. Civiletti and drafted by the department's Criminal Division, identifies targeted crimes ranging from public corruption to consumer fraud.

"The priorities will enable federal investigators and prosecutors in a number of agencies to work together more effectively in identifying major fraud and corruption cases," said Mr. Civiletti.

"The priorities will help pinpoint trends in white-collar crime that may require legislative action or special emphasis by law enforcement agencies. And they will be helpful to local and state authorities because those officials will know specifically the kinds of crimes targeted for federal attention."

The priorities include crimes against:

—The government by public officials, including federal, state, and local corruption;

—The government by private citizens, including tax fraud, procurement fraud, program-related fraud, counterfeiting, and customs violations;

—Business, including embezzlement, bank fraud, insurance fraud, bankruptcy fraud, advance fee schemes, and labor racketeering;

—Consumers, including defrauding of customers, antitrust violations, energy pricing violations, and related illegalities;

—Investors, including securities and commodities fraud and real estate swindles;

—Employees, including life-endangering health and safety violations and corruption by union officials; and

The priorities also include crimes affecting the health and safety of the general public, including the illegal discharge of toxic, hazardous, or carcinogenic waste and life-endangering violations of health and safety regulations.

Copies of the report, "National Priorities for the Investigation and Prosecution of White-Collar Crime," may be purchased from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The price is $4.00 per copy, prepaid. The stock number is 027-000-00997-2. ■

Program Will Help High-Risk Youths

LEAA's Office of Juvenile Justice and Delinquency Prevention has awarded the Federal Interagency Demonstration Program for High-Risk Youth $1,195,927.

The cooperative agreement among four federal agencies is part of a $3.6 million comprehensive program to deal with serious youth problems. The other participants are the Department of Labor's Office of Youth Programs; the Department of Health and Human Services' Administration for Children, Youth, and Family; and the Department of Agriculture's 4-H Extension Program.

The OJJDP grant will establish Act Together, Inc., which will develop and support model multiservice programs for high-risk youths. The organization then will recommend programs for the federal government to fund from a pool of approximately $2.1 million.

The four federal agencies will oversee Act Together's activities.

Act Together's principal responsibility will be to identify programs that have the potential to be new national models of comprehensive programming for high-risk youths. ■

California Study Reports

Proposition 13 Did Not Increase Efficiency, Reduce Duplication

California's Proposition 13 tax reduction bill forced criminal justice agencies in the state to do less and do it less well, according to a study conducted by the Rand Corporation for the National Institute of Justice.

Police and prosecutors ignored less serious cases, probation officers concentrated on surveillance rather than rehabilitation, courts increasingly considered cost in their decisions about due process, and delays and foul-ups were more common, the study found.

Proposition 13 was approved in June 1978. In one year, the study said, property taxes declined from 31 percent of city and county revenues to 14 percent. Local governments were forced to depend more on federal and state aid, according to the study.

This had some strange effects on local priorities, the researchers noted.

"We found that, when budget cuts are required, mandated programs and functions remain, and nonmandated programs and functions get cut."

Thus, a district attorney's office increasingly stressed child support enforcement functions, because they were covered by federal and state aid, while deemphasizing its main prosecutorial activities.

Nor did the shrinking finances prompt criminal justice agencies to cooperate better. The study found "very few" instances of duplication being eliminated, or of functions being farmed out to more efficient private providers.

At first, most local governments made spending cuts that were largely invisible to the public, the study said. They deferred equipment purchases and capital improvements, and cut down on building maintenance.

These cuts, while providing short-term savings, will cost more in the long run, according to the study.

In general, researchers said, any activity that required high start-up costs was in trouble, even though it might produce savings down the line.

Planning, research, and management information systems were among the first to go, the study said. Not only were total staffs reduced, it found, but talented employees were often the likeliest to find employment elsewhere.

This all indicates that "a leaner and smaller public sector may also turn out to be meaner and harsher," the study says. Researchers suggest that a criminal justice system more narrowly focused on the most serious cases and the harshest penalties may be just what proponents of Proposition 13 would have wanted.

Additional information about the study, "The Impact of Proposition 13 on Local Criminal Justice Agencies: Emerging Patterns," is available from the Rand Corporation, 1700 Main Street, Santa Monica, California 90406, 213-393-0411. ■

Publications

Legal Aspects of Police Off-Duty Incidents, published by Americans for Effective Law Enforcement. The price is $12.00. To order, write: AELE, Box 2105, South San Francisco, Calif. 94080.

Conducting Youth Interviews, a training guide for juvenile justice personnel published by Washington Crime News Services' Training Aids Digest. For a free copy, contact: WCNS Training Aids Digest, 7620 Little River Turnpike, Suite 400, Annandale, Va. 22003, 703/941-6600.

Plea Negotiation: A Selected Bibliography and **Police Training: A Selected Bibliography,** both available free from the National Criminal Justice Reference Service. To order, write: NCJRS, Department F, Box 6000, Rockville, Md. 20850.

CMIS: Corrections Management Information Systems, a brochure describing the functions of eight model systems that constitute a complete corrections information system, published by SEARCH Group, Inc. To order a free copy, write: SEARCH Group, Inc., 925 Secret River Drive, Suite H, Sacramento, Calif. 95831.

Stop! Don't Hurt Me is a brochure about child abuse designed for reading by children. To order, contact: Larry Brown, Director, The American Humane Association, 5351 S. Roslyn Street, Englewood, Colo. 80111, 303/779-1400.

Public Concern and Personal Action: Child Sexual Abuse, published by the Child Protection Center/Special Unit of the Children's Hospital National Medical Center. To order, write: Anne Bordine, Administrative Assistant, Child Protection Center/Special Unit, Children's Hospital National Medical Center, 111 Michigan Avenue, N.W., Washington, D.C. 20010.

Restitution—Legal Analysis, published by the National Council of Juvenile and Family Court Judges. The cost is $3.50. To order, write: National Council of Juvenile and Family Court Judges, University of Nevada, Box 8978, Reno, Nev. 89507.

National Drug/Alcohol Collaborative Project: Issues in Multiple Substance Abuse and **Drug Abuse Prevention for Low-Income Communities,** both published by the U.S. Department of Health and Human Resources. The order numbers are ADM 80-957 and ADM 80-936, respectively. To order free copies, write: National Clearinghouse for Drug Abuse Information, ADAMHA, Room 10A56, 5600 Fishers Lane, Rockville, Md. 20857.

The Prosecution and Defense of RICO and Mail Fraud Cases, published by the American Bar Association's Criminal Justice Section. The cost is $14.00. To order, write: Circulation Department, ABA, 1155 East 60th Street, Chicago, Ill. 60637.

Death Penalty Reporter, published monthly by the National College for Criminal Defense. The cost is $50.00 annually. To order, write: NCCD, College of Law, Univ. of Houston, Houston, Texas 77004. ■

Views In The News

DRUGS AND MURDER: "It comes as no surprise to us . . . that Atlanta's homicide rate was the highest in the United States last year . . .

"We think this has more than a little to do with Atlanta's becoming a drug center. Officers tell us that the city is awash with every kind of drug imaginable—legal (with prescription) and illegal. . .

"Many times there are disagreements between buyer and seller and one winds up as a homicide victim. Sometimes people have knowledge someone else doesn't want to get out and it costs them their lives . . .

"What can be done? First, we have to support the police. If you know about someone's dealing in drugs, turn him in—an anonymous tip is enough to get them working. Second, Public Safety Director Lee Brown should do all within his power to beef up the narcotics details. It probably will save work for other departments. Third, judges should show those who actively push drugs no mercy in sentencing.

"We have a feeling that once the drug situation is under control other kinds of crime—including homicides—will decrease also."—*Editorial, The Atlanta Constitution.*

IMPROVING POLICE-COMMUNITY RELATIONS: "In their dreadful way, this year's racial disturbances in Miami and other racially tense areas around the country did prompt various investigators and citizens' groups to take new looks at social and economic conditions that may have contributed to their troubles. . .In almost every case. . .there is a common trigger element: the use of 'deadly force' by police—either inadvertently or deliberately, justified or not. . .

"How many departments have clear cut policies, and how well are these policies made known to the public?

"To find out, and to see how it affects minority groups, the federal Law Enforcement Assistance Administration has made money available to the NAACP for a 15-month monitoring project in 16 states. . .

"The LEAA effort not only is important in the eyes of minority organizations, but could well produce significant improvements in police-community relations around the country."—*Editorial, The Washington Post.*

AN OPEN DOOR: "Former Attorney General Griffin Bell's speech to the American Bar Association. . .spoke of. . .'a courthouse of many doors.'

"One alternative now flourishing is the neighborhood justice center. . .

"In its first eight months, Hawaii's justice center took in about 400 cases and reached successful resolutions in about 33 percent. That, according to the executive director of the Atlanta center is a good rate for a new center. . .

"Even if there is no absolute savings (and as long as the centers do not cost more than going to court) justice centers should be supported and encouraged."—*Editorial, The Honolulu Advertiser.*

CRIME PREVENTION JAPANESE STYLE: ". . .The most common explanation of Japan's low crime rate focuses on the close social bonds in Japanese communities, and on the strong social sanctions against those who stray from community norms and values.

"This last point came out clearly in a conference the other day at New York's Japan Society. . .

"Instead of formal punishment, the goal of Japanese prosecutors is to convince the defendant to repent and return to the fold. This can consist of confession and public apology, of restitution to victims, even. . .of facial signs of remorse. . .

"As in all things Japanese, their criminal justice system is not necessarily transferable. . .

"But the Japan Society discussion did suggest. . .(that) if our neighborhood and community institutions were a little stronger, many of our criminals would be forced by social pressures to make amends on their own."—*Editorial, The Wall Street Journal.*

INCREASING THE ODDS: ". . .How could anyone try to explain the playground murder in Brooklyn's Bedford-Stuyvesant?

"The losing team in a local, pickup basketball game beat up a member of the winning team, Tyrone Hampton, and took his expensive red sneakers. Then one of the losers shot Hampton in the head. A basketball game continued near Hampton's body until police arrived.

"What forces in our society make life so cheap and meaningless for these young men?

". . .We don't have the answers, but one thing is certain: Tyrone Hampton would most likely still be alive today if guns weren't as common as sneakers in too many New York neighborhoods.

"If courts use the new gun law and throw the book at urban gunslingers, the number of illegal guns in this city should decrease. Then, perhaps, New York men who happen to be black will have better odds for living."—*Editorial, New York Daily News.*

TASC SHOWS PROMISE: ". . .A new program announced by Governor Nigh offers real promise of simultaneously relieving Oklahoma's overcrowded prison system and reducing street crime. . .

"The new proposal, to be funded through a Federal grant, would place eligible offenders in closely-supervised drug and alcohol treatment programs. . .

"It won't work miracles. But it ought to work well enough to reduce the prison population and save some offenders from alcoholism and drug addiction. Just a few success stories would make it more than worth the money."—*Editorial, Tulsa, Oklahoma, Tribune.* ■

RECENT GRANTS

BJS

• $250,000 to the **Florida Prosecuting Attorneys' Association** to install a Prosecutor's Management Information System (PROMIS) in five state judicial circuits.

•$200,000 to the **Utah Judicial Council** to complete the design and implement a statewide judicial information system.

•$199,367 to the **MITRE Corporation,** McLean, Virginia, to study data confidentiality.

LEAA

• $539,778 to the **Lac Courte Oreilles Tribal Governing Board,** Hayward, Wisconsin, to conduct an alternative education program for juveniles.

• $577,000 to **Kentucky Youth Advocates, Inc.,** of Louisville, to improve state and local youth services.

• $709,088 to the **Institute for Children's Resources,** Nashville, Tennessee, to support a comprehensive revision of the state's juvenile justice and youth services systems.

• $468,412 to the **Oklahoma Department of Corrections Probation and Parole Program** to operate a statewide Treatment Alternatives to Street Crime (TASC) project.

• $151,920 to the **Baltimore, Maryland, Supreme Bench's Pretrial Release Services Division** to reduce jail crowding and increase the use of incarceration for defendants awaiting trial.

• $174,754 to the **Swinomish Tribal Community,** LaConner, Washington, to continue federal support of the Northwest Intertribal Court System.

• $197,126 to the **Snohomish, Washington, County Prosecuting Attorney's Office** to create a career criminal program.

• $217,581 to the **Washington, D.C., Superior Court** to operate a community service restitution project.

• $176,200 to the **Connecticut Justice Commission** to operate a jail relief program.

• $594,902 to the **Constitutional Rights Foundation,** Los Angeles, California, to provide an alternative to traditional education programs for high school students.

• $110,000 to the **Iowa Division of Corrections** to develop a prison industry that will duplicate the working conditions of private firms.

• $167,529 to the **Mexican-American Legal Defense and Education Fund,** San Francisco, California, to operate citizen mobilization programs in San Bernardino, California, and San Antonio, Texas.

• $399,610 to the **Institute for Intergovernmental Research,** Tallahassee, Florida, to evaluate the organized crime information sharing systems program.

• $130,000 to **Milwaukee County, Wisconsin,** to support a jail relief program.

• $171,276 to the **Connecticut Judicial Department's Office of Adult Probation** to support a community service restitution program.

• $400,000 to the **Stockton, California, Police Department** to operate the third phase of its Integrated Criminal Apprehension Program.

• $119,669 to the **Mexican-American Correctional Association,** Saticoy, California, to operate community anti-crime programs in Ventura County.

• $695,000 to the **Michigan Department of Public Health's Office of Substance Abuse Services** to implement a statewide TASC program.

• $516,558 to the **New Jersey Administrative Office of the Courts** to establish a statewide TASC program.

• $334,528 to the **Center for Women Policy Studies,** Washington, D.C., to continue to provide technical assistance to family violence program grantees.

• $102,350 to the **Portland, Oregon, Association of Family Conciliation Courts** to support a program to improve the handling of family violence cases.

• $110,000 to the **Minnesota Department of Corrections** to establish a self-supporting prison industry operation that will duplicate the working conditions in private firms.

• $111,500 to the **Connecticut Department of Corrections** to establish a prison industry program.

• $110,000 to the **Illinois Department of Corrections** to establish a prison industry program.

• $120,000 to the **Houston Neighborhood Justice Center** to establish and operate a metropolitan mediation center.

• $694,503 to the **California Child Youth and Family Coalition,** San Francisco, to establish a juvenile justice alternatives project in five California counties.

NIJ

• $649,988 to **Narcotic and Drug Research, Inc.,** Albany, New York, to study the relationship of drugs and alcohol to crime.

• $299,085 to the **University of Denver's Research Institute** to evaluate recommendation and decision systems used in pretrial releases from jail.

• $254,952 to **Hallcrest Systems, Inc.,** McLean, Virginia, to study the utilization of private security in the United States.

• $249,778 to the **Minnesota Crime Prevention Center, Inc.,** Minneapolis, to examine commercial land use and its association with crime and the fear of crime.

• $612,796 to the **Temple University School of Law** to study organized crime.

• $564,542 to **Cornell University's New York State College of Human Ecology** to fund the first part of a five-year program to establish a Center for the Study of Race, Crime, and Social Policy at the school.

• $108,626 to the **University of Utah's Center for Human Toxicology** to conduct a study designed to improve the overall performance of forensic toxicology laboratories.

• $199,970 to **Abt Associates, Inc.,** Cambridge, Mass., to do an in-depth analysis of the role and functioning of grand juries.

• $235,492 to the **Johns Hopkins University Metro Center** to study what makes some neighborhoods more crime prevention-oriented than others. ■

Calendar

Nov. 21–22: Neighborhood-Based Technology Workshop, Kansas City, Mo., sponsored by the Civic Action Institute. Contact: Civic Action Institute, 202/293–1461, or Elinor Dailey, Kansas City, 816/523–3879.

Dec. 3–5: Seminar on the Use of Deadly Force, Orlando, Fla.; **Dec. 4–5:** Workshop on Managing the Unsatisfactory Employee in Law Enforcement, Evanston, Ill.; and **Dec. 8–12:** Sex Crimes Investigation Seminar, Evanston, Ill., all sponsored by The Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern Univ., 555 Clark Street, Evanston, Ill. 60204.

Dec. 4–5: 14th Conference on Juvenile Justice, Dallas, Texas, sponsored by the Southwestern Legal Foundation. Contact: Southwestern Legal Foundation, University of Texas at Dallas, P.O. Box 707, Richardson, Texas 75080, 214/690–2377.

Dec. 5–7: Death Penalty Defense Workshop, Charleston, S.C., sponsored by The National College for Criminal Defense. Contact: Registrar, NCCD, College of Law, Univ. of Houston, 4800 Calhoun, Houston, Texas 77004, 713/749–2283.

Dec. 7–12: Personnel Administration, Denver, and Juvenile Justice Management, Snowmass, Colorado, both sponsored by the Institute for Court Management. Contact: ICM, 1624 Market Street, Suite 210, Denver, Colo. 80202.

Dec. 9–12: Executive Protection, Atlanta, Ga.; **Jan. 12–15:** Security Investigations, New Orleans, La.; **Jan. 20:** Security Supervision, Philadelphia, Pa.; **Feb. 3:** Evaluation and Selection of Contract Security Services, Indianapolis, Ind.; **Feb. 9–11:** Security Management, Phoenix, Ariz.; and **Feb. 11–13:** Security Surveys, Phoenix, Ariz., all sponsored by Indiana University's Center for Public Safety Training. Contact: Center for Public Safety Training, Harrison Building, Suite 500, 143 West Market Street, Indianapolis, Ind. 46204, 317/264–8085.

Dec. 16–18: Hostage Negotiation; **Jan. 5–9:** Basic Fingerprint Course; **Jan. 12–16:** Injury and Death Investigation; **Jan 26–30:** Officer Stress Assessment and Resolution; and **Feb. 2–13:** First Line Supervisory Training Course, all held in St. Petersburg, Fla., and sponsored by the Florida Institute for Law Enforcement. Contact: FILE, P.O. Box 13489, St. Petersburg, Fla. 33733.

Jan. 5–9: Environmental Design for Crime Prevention, and **Jan. 19–23:** Physical and Electronic Barriers for Crime Prevention, both held in Louisville, Ky., and sponsored by the National Crime Prevention Institute. Contact: Admissions, NCPI, School of Justice Administration, Shelby Campus, Univ. of Louisville, Louisville, Ky. 40292, 502/588–6987.

Jan. 5–9: Effective Tactical Police Operations; **Jan. 5–30:** Police Traffic Management; **Jan. 12–23:** Traffic Accident Investigation; **Jan. 19–23:** Inflation and the Delivery of Police Services; **Jan. 27–29:** Improving Police Performance Appraisals; **Feb. 2–4:** Funding Sources for Law Enforcement; and **Feb. 9–13:** Police Budget Workshop, all held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management. Contact: IPTM, University of North Florida, 4567 St. Johns Bluff Rd., S., Jacksonville, Fla. 32216, 904/646–2722.

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Jan. 12–15: Developing Police Computer Capabilities, San Diego, Calif.; **Jan. 19–23:** Police Productivity, New Orleans, La.; **Jan. 19–23:** Police Facilities Planning and Design, Los Angeles, Calif.; **Jan. 19–23:** Developing Administrative Staff Skills, Las Vegas, Nev.; and **Feb. 2–6:** Hostage Rescue Operations, San Francisco, Calif., all sponsored by the International Association of Chiefs of Police. Contact: IACP, 11 Firstfield Road, Gaithersburg, Md. 20760, 800/638–4085.

Jan. 14–16: Grant Writing and Fund Raising for Corrections; **Feb. 9–11:** Police Officer Survival; and **Feb. 18–20:** Stress Management for Police; all held in Huntsville, Texas, and sponsored by Sam Houston State University's Criminal Justice Center. Contact: Liz Mundine, CJC, Sam Houston State University, Huntsville, Texas 77341.

Jan. 21–23: New Techniques in Conducting Interviews, and **Feb. 9–13:** Crisis Intervention and Police Stress, both held in College Park, Md., and sponsored by the University of Maryland's Law Enforcement Institute. Contact: Registration Clerk, Univ. of Maryland University College, Conference and Institutes Program, University Blvd. at Adelphi Road, College Park, Md. 20742.

Jan. 26–30: Visual Investigative Analysis, and **Jan 27–29:** Police and the Media, both held in Virginia Beach, Va., and sponsored by The George Washington University's Center for Professional Development. Contact: GWU, Center for Professional Development, 2019 Cunningham Drive, Hampton, Va. 23666, 804/838–8444.

Feb. 8–12: Eighth National Conference on Juvenile Justice, San Francisco, Calif., sponsored by the National Council of Juvenile and Family Court Judges and the National District Attorneys Association. Contact: Institute Director, NCJFCJ, University of Nevada, P.O. Box 8978, Reno, Nev. 89507, 702/784–6012 or 4836. ■

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William F. Quinn, chief of the Newton, Massachusetts, Police Department, is the new president of the International Association of Chiefs of Police.

Mr. Quinn has been chief of the Newton Police Department since 1968, having joined the force in 1952. He is chairman of the New England Association of Chiefs of Police Committee on Training and Law Enforcement Education and of the Greater Boston Police Council. Mr. Quinn also is a member of the board of directors of Medic Alert International and of the board of trustees of Newton-Wellesley Hospital.

He attended Northeastern University and Boston College, majoring in police administration.

T. Rodman Layman has been appointed secretary of the Virginia Department of Public Safety.

Mr. Layman has served as chairman of the state Alcoholic Beverage Control Commission since January 1978, and has been a member of the commission since 1970.

As secretary of public safety, Mr. Layman is responsible for 10 state agencies, including the Division of Justice and Crime Prevention, the Criminal Justice Services Commission, the Department of Correction, and the Virginia State Police.

William H. Adkins, II, state court administrator of Maryland, is the new chairman of the Conference of State Court Administrators.

Before being named state court administrator in 1973, Mr. Adkins maintained a private law practice for 20 years. He served on the Court of Appeals Standing Committee on Rules of Practice and Procedures from 1958 to 1966, and again from 1972 to 1973.

John O'Sullivan has been elected unanimously as chairman of the National Association of Criminal Justice Planners.

Mr. O'Sullivan, executive director of the Hennepin County, Minnesota, Criminal Justice Coordinating Council, is a founding member of NACJP and has been active in criminal justice planning since 1969.

He served as a representative to the association's executive committee for three years and as vice-chairman for two years.

Minnesota Supreme Court Chief Justice **Robert J. Sheran** has been elected chairman of the Conference of Chief Justices.

Judge Sheran became chief justice of the Minnesota Supreme Court in 1973, after serving on the court for 10 years. From 1971 to 1973, he also served as chairman of the Governor's Crime Commission.

William G. McMahon is the new president of the National Association of State Directors of Law Enforcement Training.

Mr. McMahon has served as deputy commissioner of the New York State Division of Criminal Justice Services since 1976 and director of the division's Bureau for Municipal Police since 1975. The bureau oversees police and peace officer training in New York State.

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